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ABSTRACT

This report outlines key issues and provides a baseline for an examination of the progress of states, districts, and schools toward realizing the objectives of the restructured Title I program. The fundamental goal of the new Title I is to help children who are at risk of school failure improve their academic achievement. The National Assessment called for a much greater emphasis than previous evaluations on understanding the operation and impact of Title I in the local setting. As an initial report, this document concentrates on describing Part A of Title I, the local grants program. Subsequent reports will focus on other parts of the program and how they work together. The National Assessment of Title I is informed by an independent review panel of researchers, state, local, and school level practitioners, and other appropriate individuals as mandated under the Elementary and Secondary Education Act to assist the Department of Education in planning, reviewing, and conducting the assessment. Sections describe: (1) baseline information on student performance and Title I participants; (2) reform through linking Title I to challenging standards; (3) Title I support for curriculum and learning; (4) flexibility and increased responsibility for student performance at the local level; (5) parental involvement and educational partnerships; (6) effective targeting of Title I resources; and (7) plans for evaluating Title I. (Contains 1 graph, a glossary, and 79 references.) (SLD)

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MAPPING OUT THE NATIONAL ASSESSMENT OF TITLE I: THE INTERIM REPORT

U.S. Department of Education
Office of the Under Secretary
Planning and Evaluation Service
Elementary and Secondary Education Division

1996

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Mapping Out the National Assessment of Title I: The Interim Report, mandated under the Elementary and Secondary Education Act (ESEA) [P.L. 103-382], is the first report of the National Assessment of Title I. The report outlines key issues and provides a baseline for an examination of the progress of states, districts, and schools toward realizing the objectives of the restructured Title I program. As an initial report, it concentrates on describing Part A of Title I, the local grants program; subsequent reports will focus on other parts of the Title I program and how they work together. The National Assessment of Title I is informed by an independent review panel of researchers, state, local and school-level practitioners, and other appropriate individuals as mandated under ESEA to assist the U.S. Department of Education in planning, reviewing and conducting the Assessment. (A list of panel members is included in the inside back cover.)

The National Assessment of Title I places a much greater emphasis than previous evaluations on understanding the operation and impact of Title I within the state and local context for reform. Federal evaluators will work collaboratively with state and district staff to assess program implementation. Longitudinal evaluation of the impact of Title I on schools and classrooms over time will need to track the status of state and local reform efforts and the dynamics of change within these systems. New Title I evaluations will concentrate on the ongoing performance of key educational and administrative processes as well as on the end-result—improved student learning. Monitoring these intermediate outcomes will provide early warning of problems in implementation and offer guidance on policies and practices that are most promising.

MAPPING OUT THE NATIONAL ASSESSMENT OF TITLE I: THE INTERIM REPORT

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Foreword

As the largest single federal investment in schooling, Title I of the Elementary and Secondary Education Act (ESEA) [P.L. 103-382] provides almost $7 billion to school systems across the country to improve education for children at risk of school failure who live in low-income communities. It reaches over 6 million children annually, primarily in the early elementary grades; one in every five first graders participates. Typically it supports supplemental instruction in reading and math.

Although Title I has operated for more than 30 years, its reauthorization in 1994 redesigns the program in fundamental ways. Congress also mandated a National Assessment of Title I (NATI) to evaluate the *progress* of the redesigned Title I in achieving its aim of helping children at risk of school failure to meet high standards.

Reauthorization of the Chapter 1 program as Title I relied heavily on the findings of the previous national assessment to help inform its redesign. Evaluation of the reauthorized Title I will necessarily examine:

- How the program has been restructured to support state and local efforts to help at-risk students meet high academic standards,
- The extent to which that support contributes to changes in schools and classrooms, and
- The extent to which academic performance of at-risk students improves as a result of the new program structure.

The NATI's Independent Review Panel, also mandated by Congress, has reiterated the importance of these concerns and has advised the Department of Education on evaluation questions and research strategies to address the most significant areas.

The redesign of the Title I program offers a challenge and an opportunity to rethink how the evaluation of the program is planned and conducted; changes to the program's structure and key provisions will mean changes in how the program is evaluated and how progress is assessed. In particular:

- **The mandate in Title I requires the NATI to examine both student and system performance at the national level.** This involves mapping back from the key objective of the program—to improve student performance—to the kinds of supports that will be needed at the classroom, school, district, and state levels to achieve improvement.

  Indicators that measure planning and early implementation are essential for providing policymakers at all levels—from the classroom up to the federal level—with information *on where they are in the reform process, how far they need to go, and where they need to make mid-course corrections. These performance indicators, as required under the Government Performance and Results Act (P.L. 103-62), will be used to report the program's progress in achieving its objectives. The Department seeks the active participation of state and local school systems in developing indicators that provide information that is useful for continuous improvement at all levels.*

- **Title I is no longer conceived of as an isolated supplement, operating separately from regular instruction. Rather it is to serve as an integral support for states and local school systems as they seek to improve teaching and learning through standards-driven reforms.** Because Title I standards, curriculum, and instruction are tied to those developed within each state for all children, evaluations cannot assess the program in isolation from state and local reform efforts.

  As a consequence, evaluations of Title I must assess the federal program in relation to the impact of state and local content and performance standards on high-poverty schools and at-risk students. To the extent feasible, national evaluations need to be conducted in collaboration with state and local agencies responsible for overall educational improvement in the states.

- **Changes to key provisions of Title I should result in service to broader categories of children, substantial improvements in curriculum and instruction, and greater innovation in services provided**. These changes would be a radical departure for a program that has been characterized by narrow targeting on individual children, a remedial focus in instruction, and well-established procedural compliance. The extent to which changes in the Title I law will translate into changes in practice is largely unknown. Title I is expected to operate both as a fully mature program and as one in which basic components remain to be tried out and tested.

  Adding uncertainty is the changing state and local context in which Title I operates. Schools, school systems, states, and federal officials will need to learn as they go. Several elements will be in transition throughout the reauthorization cycle. Standards are now in the process of being developed and adopted by states; assessments aligned to these standards are not required to be in place until the year 2001, after the next ESEA reauthorization.

  Evaluations of Title I that summarize outcomes at the end of a five- or six-year reauthorization cycle come too late to affect changes in program implementation and operation that can have an impact on results. Consequently, evaluations of Title I must provide information throughout the reauthorization cycle so that policymakers and practitioners can make midcourse corrections to improve program performance.

- **Improved student performance will demonstrate the success of Title I, but improvement takes time**. Student performance will need to be assessed incrementally over the long term. We should not expect achievement gains to occur overnight, and not without sustained policy and programmatic changes at the federal, state, local, and school levels.

  When large federal programs go through as radical a restructuring as Title I has, the full effects of reforms are not known for years. Indeed, the principles of systemwide improvement and the provisions new to the reauthorized program have yet to be fully implemented on a national scale or even—in their entirety—at the state, local, school, or classroom levels. In addition, many basic concepts such as "alignment" and "comprehensive approaches" are not yet well defined and are consequently difficult to measure. The challenge for the NATI is to first develop working definitions and to then translate these concepts into specific indicators, study questions, and analyses.

  Accordingly, the NATI will need to be cautious in evaluating student performance and ascribing changes prematurely to the success or failure of the program. Tracking the implementation of the important changes in policy and program operations that support improved student learning will be essential to provide indicators of intermediate outcomes.

New Title I evaluations will emphasize obtaining information that can support continuous performance improvement. This means concentrating on the performance of key educational and administrative processes as well as on the end result—improved student learning. Monitoring these intermediate outcomes will provide early warning of problems in implementation and offer guidance on policies and practices that appear most promising.

The NATI will draw on a variety of evaluations, including: quick-turnaround surveys of Title I customers, program administrators, and representatives of families and communities; focused in-depth studies of the implementation of critical processes, including standards implementation and parent involvement; and analyses of program monitoring reports. While the NATI will collaborate with other data collectors to ensure that the work is conducted as efficiently as possible, it cannot proceed with planned studies without sufficient funds. The National Assessment of Chapter 1 and *Prospects*—the separately mandated longitudinal study used in the Assessment—were funded at about $6 million annually, or approximately one-tenth of one percent of the funds for Part A. The NATI has estimated that it will need at least an equivalent amount to carry out its mission. The intent is to provide results as quickly as possible to federal, state, and local policymakers, practitioners, parents, and the general public so that mid-course improvements can be made.

Introduction

The Title I program involves almost every school district in the country. New objectives in the reauthorized Elementary and Secondary Education Act (ESEA) that link Title I with state and local reform efforts have the potential to increase the significance of this major program. Congress recognized the need to understand these important new features by mandating a national assessment of the program's performance. The National Assessment of Title I (NATI) is guided by a conceptual framework for improving student performance, a framework that also organizes the sections of this report.

This first mandated report on the new Title I focuses on essential features of the local education agency grants program (Part A); subsequent reports will concentrate on other parts of Title I, including the Even Start, Migrant Education, and Neglected and Delinquent programs. The ongoing NATI will attempt to show how these programs are linked and work together. This introduction outlines the significance and objectives of Title I, the role of the Independent Review Panel, and the framework of education improvement that Title I is intended to support.

The Significance of Title I

Title I serves students at risk of school failure who live in low-income communities. The program is the cornerstone of federal support for elementary and secondary education, with funds of nearly $7 billion reaching over half the schools in the country. More than 6 million students are served by Title I; most Title I programs support instruction in the early elementary grades.

For 30 years, Title I has helped improve education for students in low-income areas. As the National Assessment of Chapter 1 found, Title I focused the attention of policymakers and educators on the needs of poor and educationally disadvantaged children (U.S. Department of Education, 1993). The program helped equalize educational opportunities and support a national focus on basic skills in the 1970s, evidenced by a narrowing of the achievement gap through the 1970s and into the 1980s. Title I also recognized the importance of parents to the success of an educational program (U.S. Department of Education, 1993).

A recent RAND study (Grissmer, Kirby, Berends, & Williamson, 1994) concluded that federal programs and policies, including Title I, are at least partly responsible for improvements in performance by minority students between 1970 and 1990. Policies regarding equal educational opportunity and increased public investments in schools and families, which have targeted disadvantaged students, "provide the most likely explanation for the gains made by black and Hispanic students over and above those predicted by family effects" (Grissmer et al., 1994, p. 107; Smith & O'Day, 1991; O'Day & Smith, 1993).

At the same time, the National Assessment of Chapter 1 recognized that the achievement gap separating students attending high- and low-poverty schools is widening, and increases as students move through the grades. The study found that the program's structure—often operating in isolation from the regular school program as well as from state and local education reforms—could not adequately support children in achieving the National Education Goals (U.S. Department of Education, 1993).

The new legislation seeks to shift Title I from an outsider to a supporter of state and local initiatives—integrated with school, district, and state efforts to improve learning for all students. Indeed, the new legislation places Title I within a broader system of education improvement to boost the performance of disadvantaged students and schools. This is a significant advance; because of its size and scope, Title I has the potential to expand and stimulate state and local reforms and work in tandem with other federal programs to strengthen the impact of federal funds in high-poverty schools.

Objectives for the New Title I and for Title I Evaluation

In mandating the evaluation of Title I, Congress requested that the U.S. Department of Education assess the impact of the program in achieving its primary goal of helping to raise student performance. It identified as key objectives that the program:

- Ensure a focus on high standards for all children, including those at risk of failing to meet them
- Provide children with an enriched and accelerated educational program
- Promote schoolwide reform, effective instructional strategies, and challenging content
- Significantly upgrade the quality of curriculum and instruction
- Coordinate services with other education, health, and social service programs
- Afford parents meaningful opportunities to participate in the education of their children at home and at school
- Distribute resources to where the needs are greatest
- Improve accountability
- Provide greater decisionmaking authority and flexibility to states, districts and schools in exchange for greater responsibility for student performance

The reauthorized ESEA requires several major evaluations of the impact of Title I, both as a discrete program and in the context of other federal programs (see Section 1501). The law calls on the U.S. Department of Education to examine the progress of Title I in an interim report due January 1996 and a final report due January 1998. The reports are to describe the progress of states, districts, and schools toward realizing the key objectives of the reauthorized Title I program. Also mandated are special studies of several key areas emphasized under Title I, including a longitudinal evaluation of schools, a study of the barriers to parent involvement, and an evaluation of services to migrant students in schoolwide programs. In addition to satisfying the Congressional mandate, the NATI will respond to the Department of Education's strategic plan and the Government Performance and Results Act, which requires performance accountability and the use of data on program effectiveness to inform funding decisions.

In addition, Section 14701 of ESEA Title XIV (General Provisions) mandates a broader evaluation of the impact of federal programs on education reform. Specific areas of focus for the evaluation include: short- and long-term effects and cost efficiencies across federal programs, the use of the general ESEA waiver authority, and its impact on local administration and the educational achievement of participating students. The Section also requires that an independent panel of researchers, state and local practitioners, and other appropriate individuals advise the Department on how to carry out the assessments.

The Independent Review Panel

ESEA calls for the formation of a Title I Independent Review Panel and a Federal Impact on Reform Panel. The Department has combined the two groups into one panel that includes representatives of state and local education agencies and private schools, principals and teachers, parent representatives, education researchers, and policy experts. The mission of the panel is to advise the Department on the structure of evaluation activities, the coordination of multiple studies, and the synthesis and interpretation of findings, as well as to examine policy implications and make recommendations for future reauthorizations. The panel has met four times since it was convened in May 1995 and has identified issues for the NATI to address. These concerns, which reflect the objectives of the Congressional mandate, are incorporated throughout this report.

Issues Identified by the Independent Review Panel

- How is the law being implemented at the classroom, school, district, state, and federal levels? Data are needed with respect to:
  - High academic standards for all children
  - Assessment and evaluation
  - Support for enriching curriculum and instruction
  - Flexibility coupled with accountability for student performance
  - Targeting of resources to states and districts
  - Parent involvement and family literacy
- Are students learning more and doing better? Which students? Is there a greater increase in learning in sites with good implementation of the changes in the law? What are the factors influencing these changes?
- What are the effects of changes in the amount and distribution of resources?

Title I in a Framework of Educational Improvement

More than 20 years of research and the experience of a generation of practitioners have pointed to fundamental principles that undergird the reauthorized Title I. Central to the program is the premise that aligning federal resources and policies with state and local reform will reinforce and amplify efforts to improve teaching and learning for students at risk of school failure.

At the state level, Title I requires states to develop or approve standards and assessments that will challenge all students to perform to higher levels. Research suggests that standards, when coupled with valid and reliable assessments and aligned support, can exert a powerful influence over what children are taught and how much they learn. By developing agreements about standards for what children should know and be expected to do, school systems, students, parents, and the wider community can focus their efforts on improving student performance. Under Title I:

- The standards approved by the state become those that apply to students served by the Title I program; the assessments that measure performance toward the standards become the yardstick for gauging the progress of Title I in districts and participating schools.
- The inclusion of all children (to the extent possible) in appropriate assessments is intended to hold school systems accountable for all children, whether or not they have limited-English-proficiency or disabilities.

- The publication of the evidence of children's progress is intended to motivate everyone involved to be more effective in supporting student learning. Establishing performance accountability mechanisms that provide continuous feedback throughout the system is designed to help improve implementation and results for students.

At the school and classroom level, challenging standards and assessments for all students are to raise expectations and guide other elements that support improvement, such as challenging curricula and intensive professional development. Title I provides additional funds to help the poorest school systems and the students who are farthest behind attain high state standards, and to support teachers and other school staff involved in upgrading curricula and teaching.

The new legislation calls for Title I to focus on approaches that encourage significant improvements in schools and increase instruction time for students. In particular:

- High-poverty schools can adopt schoolwide programs to upgrade curriculum and instruction throughout the entire school for the benefit of all children. Schools are held accountable for the achievement of those children most at risk of school failure.

- In targeted assistance programs, the new legislation de-emphasizes the pull-out model of instruction that schools typically used under the old law and encourages the use of strategies such as extended day (before- and after-school programs), extended year, and summer programs to increase learning time.

Teachers in Title I schools are to be prepared to teach the curriculum and engage their students in learning through sound, innovative approaches. They are to be supported in their efforts through a comprehensive network of technical assistance intended to build their capacity to improve teaching and learning. New flexibility in the program is intended to encourage school staff to make maximum use of resources and promising practices in their reform efforts.

Title I also recognizes that achieving high standards for all students requires a shared commitment from everyone concerned, including greater family and community involvement in education. Research and practice indicate that families can contribute greatly to children's learning and that, with encouragement, schools and families can work in partnership toward the mutual goal of improved student performance. Through Title I parent-school compacts, parent involvement policies, and support for training and capacity building, the program seeks to foster and maintain schools and parents working together as partners in improving learning.

Organization of the Report

This report is organized around the key components of Title I reform and the mandate for the NATI. Each component is described in terms of:

- The new provisions in Title I, and how they are designed to contribute to improved teaching and learning.
- What the NATI has learned from the antecedent program and research on effective strategies.
- Performance criteria for assessing early implementation and progress of the Title I provisions, along with any baseline information currently available.
- Plans for evaluating progress that synthesize information from several studies.

Section 1:
Baseline Information on Student Performance and Title I Participants

What the New Provisions Are

The fundamental goal of the new Title I is to help children who are at risk of school failure to significantly improve their achievement of the high academic standards expected of all children. Title I targets students living in low-income communities and others who are at a disadvantage in becoming successful learners. Assessing progress toward this goal requires information on the performance of students targeted by the program over time; information on student performance is critical for indicating where needs are, whether schools and school systems are moving in the right direction, and what must be accomplished. New provisions in the law that are intended to support improved learning need to be assessed against these findings. By knowing how well students who are targeted for services perform and how many of them participate in the program, the National Assessment of Title I (NATI) can gauge the extent to which Title I is reaching its intended beneficiaries.

What the National Assessment of Title I Has Learned About Student Performance

The previous National Assessment of Chapter 1 relied on student achievement information from the National Assessment of Educational Progress (NAEP) and the Prospects study, a longitudinal evaluation of student performance. Both sources are useful for setting benchmarks to measure progress for the nation and for Title I.

NAEP student score trends show a narrowing of the gap in achievement between students in disadvantaged urban communities and those in more advantaged communities during the 1970s and most of the 1980s. However, as the National Assessment of Chapter 1 noted, recent information indicates a lack of progress in closing the gap. The latest NAEP data show that between 1990 and 1992 the gap in mathematics performance widened in the lower grades between racial/ethnic minority students and white students. The 1994 reading results show that the disparities in reading performance between minority and white students did not diminish between 1992 and 1994. While results by racial/ethnic group are an imperfect proxy for assessing the performance of students at risk of school failure, these data raise concerns because minority students are disproportionately found in high-poverty schools.

An unpublished reanalysis of NAEP trends in reading suggests that students in high-poverty schools (those with at least 75 percent of students eligible for subsidized lunch) lost ground relative to students in other schools between assessments in 1984 and 1992 (Pelavin Associates, unpublished tabulations). For 9-year-old students in 1984, the gap between high- and low-poverty schools was 20 points. By the time this cohort of students reached age 17 in 1992, the gap had widened to 34 points.

Current state NAEP data show that by the fourth grade there is already a large gap in reading proficiency between students in high-poverty schools and those in low-poverty schools. This is true for every state that participates in state NAEP, but the gap is narrower in some states than in others. While the samples of schools may be small, high-poverty schools in some states score at levels comparable to low-poverty schools in others. These outliers suggest that poor performance is not inevitable and that performance can be increased in high-poverty schools, and that is the intent of the changes in the new Title I program.

The second source, data drawn from Prospects, more directly measured the impact of the Chapter 1 program. The study concluded that the learning gap between high-poverty and low-poverty schools was wide and that the Chapter 1 program, operating in isolation, was no longer helping to close the gap. Children in high-poverty schools exhibited tremendous need, yet their schools were unable to provide the high-quality curriculum, instruction, and support to help them become successful learners. Participation in Chapter 1 programs was not sufficient to decrease the achievement gap between participants and their more advantaged peers nor to increase their performance relative to disadvantaged children who did not participate. Over a one-year period:

- Chapter 1 participants did not improve their relative standing in reading or math in the fourth grade or in math in the eighth grade; only eighth-grade reading participants showed improvement relative to their peers.

- The progress of Chapter 1 participants on standardized tests and on criterion-referenced tests was no better than that of nonparticipants with similar backgrounds and prior achievement.

More recent trend data from the Prospects study reflect this pattern (the data show performance of the three cohorts of students over a four-year period). Using data obtained from students in the first grade cohort (students who were in the first grade in 1991, the second grade in 1992, the third grade in 1993, and the fourth grade in 1994) and the third grade cohort (students who were in the third grade in 1991, the fourth grade in 1992, the fifth grade in 1993 and the sixth grade in 1994), the National Assessment of Title I found the following:

- In reading vocabulary in 1991, for the first grade cohort, there was a gap of 42 scaled score points between those students who had participated in some Chapter 1 compared to those who never participated in Chapter 1. In 1994, in the fourth grade, the gap had not closed; the difference in scaled score points was 44. In reading comprehension, which requires more higher-level thinking skills, the initial gap for this same cohort was 38 points; by 1994, the gap was 60 points.

- There is a slightly different pattern for the third grade cohort. While the gap increases somewhat in vocabulary (a 40-point difference in 1991, and 45-point difference in 1994), it decreases slightly for reading comprehension (a 56-point difference in 1991, and 44-point difference in 1994). Similar patterns are found for mathematics.

The lack of progress in improving student performance for disadvantaged students is evident as well in the number of schools in Chapter 1 that have been identified for program improvement as having failed to make adequate progress. Although the measures used to assess the need for program improvement in Chapter 1 were criticized as unreliable by the National Assessment of Chapter 1—for example, identifying schools for improvement one year but not the next—of the 11,000 schools identified in 1994-95, over half had been in program improvement for at least two years. Almost 1,000 schools had been in program improvement for at least four years and over 100 schools had remained in program improvement throughout the entire authorization of Chapter 1 of the Hawkins-Stafford Amendments of 1988 (U.S. Department of Education, unpublished).

The data from NAEP, Prospects, and the states, while disheartening, provide clear benchmarks against which to measure Title I efforts to raise student performance.

Plans for Evaluating Student Performance

NAEP will continue to provide information on student performance nationally. The Department of Education plans to initiate a mandated study, the Longitudinal Evaluation of School Change and Performance, that will focus on high-poverty schools, and to the extent that resources permit on schoolwide programs and schools that have been chronically identified for program improvement. This study will evaluate the impact of standards-based features in Title I and other federal programs on schools and classrooms and the consequent effect on student performance. Data will be collected through survey questionnaires, interviews, and classroom observations. Preliminary data from this study will be available early in 1998.

Student Participation in Title I

The new Title I contains provisions that can affect the participation of various targeted groups. Title I has always targeted children in school attendance areas of high poverty relative to their school district—the Prospects study showed that 32 percent of third grade children in high poverty schools received Chapter 1 services, compared with 12 percent of students in all schools.

The number of children affected by poverty continues to be a vexing problem. Despite improvements in the 1960s and 1970s, the rate of childhood poverty is little different from that in 1965, when Title I was first enacted. In 1994, 15.3 million children lived in poverty—22 percent of the population under age 18. Research has shown these children to be among the most at risk of school failure. However, Title I is not restricted to poor children. Data from the Prospects study indicate that in 1992 approximately 4 percent of children in low-poverty schools (schools with 19 percent or fewer students eligible for free or reduced-priced lunch) participated in Chapter 1/Title I programs.

Students may participate in the Title I program through targeted assistance or schoolwide programs. Targeted assistance schools must focus their Title I, Part A funds on eligible children rather than providing services to all children in the school. For the first time, under the 1994 reauthorization each targeted assistance school determines which eligible children it will serve and what services it will provide. A targeted assistance school generally identifies eligible children within the school on the basis of multiple educationally related, objective criteria established by the school district and supplemented by the school.

The new Title I allows schools with at least 60 percent poverty in the 1995-96 school year and 50 percent poverty in subsequent years to operate schoolwide programs. Schoolwide program schools are not required to identify particular children as eligible for participation; however, they must meet the needs of target populations and assist any student who fails to meet the state's standards. Schoolwide programs serve all children in a school and use Title I Part A funds with other funds to upgrade a school's entire educational program. These provisions have significant implications for future trend analysis of student participation as numbers will increase as all children in schoolwide programs are counted.

In addition, the following new provisions apply:

- Limited English-proficient (LEP) students and students with disabilities can be served by Title I, without the problematic restrictions related to identifying those children to be served that existed under Chapter 1;
- Migrant students are eligible for Title I services on the same basis as other eligible participants;
- Participation of preschool children, including those served by early childhood programs such as Head Start and Even Start, is supported and encouraged;
- Eligible participants include those served by programs for youth who are at risk of dropping out and those served by programs for neglected or delinquent children and youth, including local residential institutions and community day programs; and

- Students who are homeless and who attend any school in the district are considered eligible for participation in Title I.

Title I requires that a school district provide eligible private school children with Title I educational services comparable to those provided to eligible public school children. Data collected for the 1993-1994 Schools and Staffing study show that slightly more than 22 percent of all private schools have students who received Chapter 1 services. Of these private schools, 75 percent were Catholic schools. Under the reauthorized Title I, for the first time funding for eligible private school students will be based on the number of poor private school children residing in participating areas, not on educational disadvantage. School districts have the flexibility to use data from a sufficient sample of private schools and families to estimate the number of poor private school children. However, for the 1995-96 school year only, a district that does not have accurate poverty data on private school children can apply the percentage of poor children in the participating public school attendance area to the number of private school children who reside in that area.

What the National Assessment of Title I Has Learned About Student Participation

In 1993-94, the program served over 6 million students. As shown in the previous assessment of Chapter 1, participants were more likely to attend high-poverty schools, although the program also served many students in relatively well-off schools. The previous Assessment and more recent information find the following:

- According to the 1993 National Assessment of Chapter 1, almost half of low-poverty elementary schools participated in Chapter 1; later data from 1993-94 show that 45 percent of all public schools with free and reduced-price lunch eligibility of less than 25 percent participated. Some 19 percent of public schools with free and reduced-price lunch eligibility of at least 75 percent went unserved. These findings highlight the broad reach of the program and the degree to which students who are most at risk of school failure may go unserved (National Data Research Center, 1995).

- In the Prospects study, 37 percent of Chapter 1 students were found to come from families that had a total family income of less than $10,000, and 22 percent of the students had families who received Aid to Families with Dependent Children (AFDC)—three times the rate of nonparticipants. Chapter 1 students' parents were three times less likely to have completed high school and twice as likely to report that English was not their native language. While Chapter 1 participants in the third grade were most likely to be white (44 percent), African Americans and Hispanics made up disproportionate percentages of Chapter 1 participants: 28 and 24 percent respectively, compared to their numbers in the population.

- Prospects data on fourth graders indicate that about one-third of the low-achieving children (those who score at the 35th percentile or below on reading tests) in schools with poverty rates over 75 percent did not receive Chapter 1 services. Additionally, between 11 percent and 17 percent of low-achieving students not participating in Chapter 1 services were enrolled in other programs, most commonly similar compensatory programs from federal, state, and local agencies; non-Chapter 1 ESL/bilingual programs; and education programs for students with disabilities.

- Prospects findings indicate that the majority of students served by Chapter 1 was concentrated in the early grades. Approximately 23 percent of first-grade students participated in the Chapter 1 program compared with a 16 percent participation rate for the third grade. Both Chapter 1 participation rates and the availability of services fell rapidly after sixth grade, according to the 1991-1993 data. Participation in targeted assistance programs was also much more common that participation in schoolwide programs because of stricter schoolwide requirements under the previous legislation.

- Relatively few secondary school students were served by the program: while 71 percent of public elementary schools provided Chapter 1 services, only 30 percent of public secondary schools (grades 9-12) participated in Chapter 1 (National Data Research Center, 1995).

- Approximately 3 percent of children enrolled in Chapter 1 attended private schools in 1993-94. Some 31 percent of private elementary schools had students that received Chapter 1 services, compared with 71 percent of public elementary schools. Among Roman Catholic elementary schools, 60 percent enrolled students who participated in the program; 10 percent of other religious schools and 3 percent of secular private schools also had students who participated.

- The most current information available on migrant students indicates that they were unlikely to participate in the regular Chapter 1 program. About one-fourth of migrant students participated in the regular Chapter 1 program in 1990. In addition to ineligibility based on test scores, many migrant students did not participate in the regular Chapter 1 program because it was not offered at their school or in their grade level.

Prior to the most recent reauthorization, the Chapter 1 program was only permitted to serve limited English-proficient (LEP) students whose educational needs stemmed from educational deprivation not related to limited-English-proficiency.

- Despite this limitation, Chapter 1 programs served a number of LEP students—35 percent of all LEP students were in Chapter 1 and 15 percent of Chapter 1 students were LEP (Moss & Puma, 1995). Prospects data on students with limited-English-proficiency indicate that LEP students were particularly likely to attend high-poverty schools (schools with subsidized lunch enrollment of at least 75 percent). In 1992, more than 40 percent of the first grade LEP students and more than 50 percent of third grade LEP students attended high-poverty schools, and most high-poverty schools served large proportions of LEP students.

- Lowering the threshold for schools to operate schoolwide programs from 75 percent to 50 percent poverty is expected to increase the proportion of language minority students with access to Title I services. About three-quarters of LEP students in both grades attended schools with poverty levels of at least 50 percent, schools that in 1996-97 will be eligible to operate schoolwide programs.

  LEP students in high-poverty schools were more likely to have access to Chapter 1 services than LEP students in lower-poverty schools. In high-poverty schools, 73 percent of first grade and 86 percent of third grade LEP students received supplementary reading assistance primarily through Chapter 1. Yet in both grades, more than 40 percent of low-achieving LEP students received no supplementary education assistance in reading/language arts from any source (Moss & Puma, 1995).

Performance Criteria for the National Assessment of Title I

The major participation indicator is as follows: limited English-proficient students, migrant students, private school students and secondary school students will be served in the Title I program consistent with their needs.

Plans for Evaluating Progress

The NATI intends to examine the extent to which students served by Title I are participating in targeted assistance or schoolwide programs, the extent to which targeted populations participate in Title I (including students in high-poverty areas, LEP students, migrant students, preschool children, youth served by programs for the neglected and delinquent, homeless children and youth, and highly mobile children), and the extent to which these students have access to similar compensatory education programs funded by the state or local education agency or other federal programs.

The NATI will collect this information through several planned studies, including the following:

- A survey of states by the Office of Elementary and Secondary Education (OESE) in the U.S. Department of Education will collect information on key Title I items and provide data on schoolwide programs, the percentage of students eligible for Title I, and other basic data on participation, including private school student participation. These data will be collected annually. The first data will be available early in 1996.

- A congressionally mandated **Study of Migrant Student Participation in Schoolwide Programs** will provide information on the participation of this special population. A competitive procurement is planned to be awarded in FY 1996.
- A **Study of Participation of Private School Students** will provide information on the impact of changes in procedures that districts are using to determine allocations for private school students. These data will be available late in 1996.

Section 2:

Reform through Linking Title I to Challenging Academic Standards

What the New Provisions Are

A recent report of the National Academy of Education summarizes the educational purpose of standards-based reforms:

> Standards-based reform developed out of the common-sense notion that student effort and level of achievement are directly affected by the expectations that have been set. Thus, standards-based reform calls for the setting of standards in academic subject areas as an important means of improving student achievement. Once agreed upon, standards are expected to affect performance by focusing the efforts of students, teachers, and schools and by providing a yardstick to monitor progress (McLaughlin, Shepard, & O'Day, 1995, p. 1).

These same assumptions support the use of challenging standards in Title I, which bases policy and practice on rigorous content standards and linked assessments. The new Title I aims to improve program services by focusing on the same challenging academic standards for Title I students that states establish for the education of all students. This link between Title I and high state standards is intended to move schools and districts away from a concentration on low-level remediation and toward a new focus on academic excellence. Under the new law, funding provided by Title I and other sources is designed to be used to provide Title I students and schools with the extra time and services they need to meet new expectations for high achievement adopted by the state and local schools.

New Title I provisions for states' Title I plans explicitly link program services with each state's standards and policies for what students should know and be able to do. The plan that each state submits to the U.S. Department of Education must demonstrate that these standards are in place or scheduled to be in place. Each state is responsible for establishing its own standards and documenting that the standards are challenging.

Content and performance standards. The new law requires that each state participating in Title I adopt challenging content standards in academic subjects as well as high standards for student performance, taking into account that states differ in operating their schools. These standards must apply equally to Title I schools and other schools and to Title I students and other students. If a state has not established standards for all students by the beginning of the 1997-98 school year or does not intend to develop them, it must develop content and performance standards for children participating in Title I, Part A programs. These state-adopted standards must reflect the same knowledge, skills, and performance levels that are expected of all children, and must cover at least mathematics and reading/language arts.

Title I permits states to exercise broad discretion in determining their standards, subject only to a few general criteria:

- The state's content standards must specify what children are expected to know and be able to do. They must cover rigorous content and encourage the teaching of basic and advanced skills.
- Performance standards must be aligned with the state's content standards. They must set two levels of performance—proficient and advanced—to describe expectations for students' mastery of the knowledge and skills described in the content standards. States must also set a third level of performance—partially proficient—to describe students' progress as they move toward achievement at the proficient and advanced levels.

Assessments. The new Title I requires states to adopt or develop student assessments in the same academic areas as their content and performance standards. The assessments, which will be used to measure the yearly progress of Title I students, schools, and districts, must address at least reading/language arts and mathematics, and must be in place by school year 2000-01. States that do not develop their own assessments must adopt an assessment used by another state that has its Title I plan in place.

States will use their assessment instruments and procedures to measure progress at some time during each cluster of grades 3-5, 6-9, and 10-12. The assessments used for Title I purposes must also reflect the following characteristics:

- The assessments must be the same ones used for all children, if the state measures the performance of all children.
- They must be aligned with state content and performance standards.
- They must be valid and reliable for the purpose for which they are used.
- The assessments may be adapted to provide for the participation and inclusion of all children, including those who have disabilities, have limited-English proficiency, are transient, or are children of migrant agricultural workers.
- The assessments must allow student performance results to be reported for each state, school district, and school by gender, racial/ethnic group, disability, and low-income status. They must also permit individual student reports to be generated.

During the period before 2000-01 states may use temporary, transitional assessment instruments and procedures, which must be capable of measuring complex skills and challenging subject matter as well as basic skills. However, the transitional assessments do not need to be capable of providing the types of disaggregated data required in the final assessments.

What the National Assessment of Title I Has Learned

Status of standards development. Current research indicates varied approaches and experiences among states as they adopt and implement academic standards. While much of the research focuses on states' establishment of standards, some information is now available on the quality and use of standards.

The challenges encountered in establishing standards differ by subject. In mathematics, for example, the decade-long consensus process undertaken by the National Council of Teachers of Mathematics to develop standards created a level of understanding and acceptance about new teaching practices and higher levels of achievement. In reading, however, that level of agreement and understanding has yet to be reached. Therefore, states may need to spend more time and resources on some subjects and not others. The absence of agreement among experts and professionals may lead to special problems for Title I because most Title I students receive reading instruction, and the development of reading standards and assessments is required for states receiving Title I funds.

Standards also differ in many other respects. They may cover detailed academic content within subjects or be limited to general topics to be addressed in instruction. In addition, standards may incorporate particular instructional philosophies, such as performance of group activities or hands-on math and science activities. Because of these differences, simple measures of the status of state-adopted standards run the risk of oversimplification. Instead, sensitive analyses must take into account the multiple dimensions that standards currently address and the flexibility that states have to address standards in unique ways.

Some key findings on states' standards development include the following:

- Most states are developing standards, although fewer states have actually adopted final standards. According to a recent American Federation of Teachers' (AFT) survey, 49 states have or are developing content standards in core academic areas.
- According to the Council of Chief State School Officers' (CCSSO) State Education Assessment Center (1995b), in August 1995, 25 states reported having math standards ready to implement, 23 had science standards, and 20 had English or language arts standards. Most other states were in the process of developing content standards.

- The extent to which standards qualify as challenging or internationally comparable is unclear. According to the AFT's analysis and criteria used to make those judgments, seven states have used international benchmarking to assess and refine their standards. In addition, in AFT's opinion 13 states have adopted standards that are "strong enough to carry the weight of reforms being built upon them." It should be noted, however, that several states disagree with those conclusions.

- The development of standards requires consensus building, which often takes considerable time. Early standards-setting states found that it takes three to five years for standards setting to move from state legislation, to the development of consensus by teachers, parents, businesses, and institutions of higher education to implementation. At the end of that period, standards exist but assessments, implementation activities, and professional development are just being planned.

The Process of Standards Development

Delaware

New Directions for Education in Delaware is a broad partnership of key stakeholders throughout the state—the Governor, the General Assembly, local boards and superintendents, the teacher's union, the Delaware Association of School Administrators, the state parent/teacher association, and all the public institutions of higher education. These stakeholders have established four educational priorities to guide state and local efforts: standards and curriculum, assessments and instruction, capacity building and local implementation, and partnerships.

Standards and assessments are at the heart of New Directions. Curriculum framework commissions composed of 45 members have established content and performance standards in English/language arts, mathematics, science, and social studies. The content standards were developed for four benchmark points—K-3, 4-5, 6-8, and 9-10. Each commission was given timelines within which to frame content and student performance standards over a three-year period. While each of the commissions worked differently, they all examined international, national, and state standards in their respective disciplines. Thousands of draft copies of the standards have been circulated for comment by teachers, parents, and citizens.

(Council of Chief State School Officers [CCSSO], 1995a)

Status of assessment development. Most states have not developed or adopted assessment systems that are aligned with their standards. However, some states are using high-quality assessments based on state-endorsed curricula, even though they may not have yet developed content or performance standards. Specifically, the National Assessment of Title I found that:

- Thirty-five states include performance assessments (e.g., writing samples, constructed-response items, or portfolios), among their reform activities, according to the Education Commission of the States' report, *State-Level K-12 Education Reform Activities* (Medler, 1994), which tracks state education reforms in all 50 states.

- As of 1993-94, 45 states had some sort of statewide assessment program. Nebraska is developing its first assessment program, scheduled for implementation before 1998, and Colorado and Massachusetts suspended their statewide testing programs while they develop new ones. Only Wyoming and Iowa have no statewide assessment program. Writing samples are the most common form of assessment; 38 states use them. Thirty-two states report using norm-referenced assessments, 25 states use performance-based assessments, and seven states use portfolios (CCSSO & North Central Regional Educational Laboratory, 1995).

- Several states use curriculum-driven assessments even though they do not have state curriculum standards. Such states include Kentucky, which has adopted primary- and secondary-grade assessments for all students, and New York, whose Regents exam is a long-standing, high-stakes test of achievement in specific subject areas and is used to recognize superior performance on the high school diploma.

- The Council of Chief State School Officers also reports that 36 states exempt students with limited-English-proficiency from the statewide assessments required of their English-speaking peers. Twenty-two of these states use the length of time a student has been in a bilingual/ESL program as a guide to determine when a student should be required to take assessments in English. The length of time varies from one to three years.

State-Developed Assessment Systems

Kentucky

Student achievement is tested annually by the Kentucky Instructional Results Information System (KIRIS), a performance-based assessment system implemented for the first time in spring 1992. KIRIS tests fourth, eighth, and eleventh graders in a three-part assessment that includes multiple-choice and short-essay questions, performance tasks requiring students to solve practical and applied problems, and portfolios through which students present the "best" examples of classroom work collected throughout the school year. KIRIS is the heart of the Kentucky accountability program. Results from the state assessment are combined with other important measures, such as attendance and graduation rates, to produce school and district scores on a 140-point accountability index. Schools are expected to rise on the index by a certain percent every two years to meet an improvement goal. The assessment is new and continually revised to improve its validity, reliability, and general usefulness.

State-Developed Assessment Systems (cont.)

Maryland

The Maryland School Performance Assessment Program (MSPAP), which measures student achievement, is part of the state's systemic reform initiative to improve performance. The MSPAP has three major components: criterion-referenced tests, administered in grades three, five, and eight, which include performance-based tasks and a writing assessment to measure knowledge in core subjects; a norm-referenced assessment, CTBS/4, taken by a small sample of students in each district; and high-school functional tests in reading, math, writing, and citizenship, administered in grade seven. Students are required to pass the high-school functional tests before receiving a diploma and may retake them as needed. The 1992 data from these reports were used to set state standards in math, reading, writing, language usage, science, and social studies. Those data now form the baseline for measuring continuing progress among schools in the state.

Performance Criteria for the National Assessment of Title I

Two indicators in Title I track the expected development of standards and assessments and their implementation in classrooms:

- By 1995-96, states will show progress in developing and implementing high standards to improve teaching and learning for all students in at least reading/language arts and math.
- The content and performance standards will be challenging, according to accepted benchmarks, such as voluntary national, international, or recognized state standards.

Yet the complexity surrounding the standard-setting process makes the prospects for standards adoption and implementation unclear. A realistic reading of the pace of education standards development suggests that many states may not have standards and their aligned assessments in place for some years to come. It seems likely that:

- States will find setting standards and aligning assessments at the schools and classroom level a continuing challenge with some fits and starts as they move through the development and implementation cycle.
- Title I programs will implement the standards-based framework differently depending on the developmental status of their state's standards and assessment systems.
- Local communities will move through their own process as they formulate their own standards that achieve a balance between addressing the specific needs of their own students and communities and using their state's standards.

- These grass-roots changes will occur in a way that produces a continually improving process of standards and assessment development and refinement, in which states and communities benefit from the experience of others.

Plans for Evaluating Progress

Evaluation of standards and assessments will rely heavily on the synthesis of information from the work of researchers and evaluators who are examining effective education improvement and reforms in general. Specific issues pertaining to how Title I schools and school systems operate within the context of increasing standards will be the primary focus of the evaluations conducted for the NATI. These issues include the extent to which content standards and aligned assessments are developed, the status of school reforms, early implementation of Goals 2000: Educate America Act and ESEA, and initial indicators of the impact of federal support to upgrade student performance.

Several major, large-scale sources of information on state and local standards development will inform the NATI:

- Updates on progress in developing and implementing standards and assessments will be obtained from the CCSSO Goals 2000 and other state surveys, AFT quality surveys, Office of Vocational and Adult Education occupational skills standards projects, and federally funded content standards and curriculum framework development projects.

- The National Science Foundation (NSF) will conduct major reviews of the math and science curriculum and assessment reforms in states participating in NSF's Statewide Systemic Initiative, Urban Systemic Initiative, and Rural Systemic Initiative.

- The National Governors' Association's case studies of standards development in four states (expected in December 1996) will provide insights into the development process.

- The CCSSO Curriculum and Instructional Improvement Project will provide a forum for discussing progress in these areas among national organizations.

- Several groups will focus particularly on assessments, including: CCSSO's tracking of state assessment development and the study of state assessment systems being conducted jointly by CCSSO and the North Central Regional Educational Laboratory; policy and cost studies by the Center for Research on Evaluation, Standards, and Student Testing that examine the implementation of four state assessment systems in local schools and classrooms; and a two-year study of state assessment programs and related state standard-setting activities by the Consortium for Policy Research in Education (CPRE).

The NATI, in conjunction with other federal evaluation efforts, will supplement the more general studies with information on specific issues related to implementation of federal legislation. Specifically:

- The **Baseline Fast Response Survey of Schools** will determine current awareness about and status of school reforms, including the use of standards and aligned assessments, the implementation of Goals 2000 and Title I, and state and local reform. The survey of principals and teachers will examine their perceptions of the impact of changing and raising standards on their schools and classrooms. Teachers will also be asked about their own confidence in their ability to teach to high standards. Data from this survey will be available in the fall of 1996 from the National Center for Education Statistics.

- A **Study of States' Planning and Early Implementation of Goals 2000: Educate America Act and ESEA** will address standard-setting, assessments, and alignment issues. It will ask about states' definition of adequate yearly progress, the transitional assessments that they are using, and the characteristics of students participating in assessments. Data will be available in late 1996.

- The **Longitudinal Evaluation of School Change and Performance** will examine the cumulative impact of standards-based reform in Title I and other federal support on improving student performance. This study will also examine the factors contributing to alignment and the relationship of aligned curriculum, professional development, and assessments to student achievement. Preliminary data will be available in 1998.

- The new evaluation of the National Assessment of Educational Progress—conducted by the National Academy of Sciences (NAS)—and the continued work of the NAS Board on Testing and Assessment (BOTA) of the National Research Council, will address several issues related to Title I. For example, they will examine the utility of NAEP for cross-state comparisons, its alignment to state content standards, and its possible applications in measuring progress under Title I. Technical reports will be available annually for a three-year period beginning in late 1996.

Section 3:
Focus on Teaching and Learning
Title I Support for Enriching Curriculum and Instruction

What the New Provisions Are

Curriculum and instruction. The reauthorized Title I aims to improve the fundamental quality of curriculum and instruction for students served through the program, whether Title I provides services to individual students or supports whole school reform. Using Title I to support enriching curriculum and instruction requires that schools:

- Use effective strategies to improve children's achievement in basic skills and core academic areas by increasing the amount and quality of learning time and emphasizing instruction by highly qualified professional staff; and

- Provide students who have trouble mastering established standards with additional assistance that is timely and effective.

By requiring that Title I schools hold students served by the program to the high achievement standards approved by their state, the law presumes that Title I resources will help these students to acquire the full range of knowledge and skills expected of all students. Title I is no longer intended to operate solely as a remedial program focused on low-level skills development.

Changes in Title I student eligibility provisions have implications for instruction. Removing certain provisions governing participation by limited-English proficient students and students with disabilities should widen the instructional strategies used in Title I to accommodate students who may not have been previously served. The new law also explicitly links Title I to Head Start and other preschool education programs. Helping children make the transition from early childhood education programs into the elementary grades requires attention to language development as a foundation for success in reading and other subjects.

Whole-school and targeted assistance. For high-poverty schools, the new law expands the option of using Title I funds to strengthen the entire school and makes it a school-level decision. Schoolwide programs are intended to benefit all children in a school by upgrading the academic program for the whole school. By giving schools the flexibility to integrate their education programs, strategies, and resources, Title I can become the catalyst for comprehensive reform of the entire instructional program, rather than merely an add-on service. New provisions require schoolwide programs to:

- Conduct a comprehensive needs assessment based on the performance of children in the school in relation to the state standards for content and student performance, as the standards are developed.

- Develop comprehensive plans, based on the results of the needs assessment, that provide a strategic guide for addressing the needs of all children but especially those who belong to the target population of any federal education program included in the schoolwide program.

Schools with schoolwide programs can use their Title I funds—combined for the first time with other designated federal funds and resources—as they choose, as long as they engage in schoolwide reform strategies focused on high standards of achievement. These strategies are intended to increase the amount and quality of learning time and help provide a high-quality curriculum for all students. As in targeted assistance schools, schoolwide programs are expected to show increased student achievement and progress toward meeting the state's challenging standards, particularly by children in the target groups intended to benefit from the specific federal education programs included in the schoolwide plan.

In targeted assistance schools (those with lower poverty rates or that choose not to develop a schoolwide program), the new Title I statute encourages effective instructional strategies that minimize removing children from the regular classroom during regular school hours. Extended learning opportunities can include lengthening the school year and providing programs before and after school and in the summer.

Supports for school staff to improve curriculum and instruction. Title I, along with other programs reauthorized by the 1994 amendments to the Elementary and Secondary Education Act (ESEA) and the Goals 2000: Educate America Act, focuses on improving the knowledge and skills of school staff and building their capacity to teach to challenging standards by:

- Establishing high-quality professional development as a priority in districts receiving Title I funds. For example, each state plan must describe how professional development supported by the Title II Professional Development Program will effectively address the needs of teachers in schools receiving Title I assistance. At the school level, Title I schools are required to use resources to support high-quality professional development. Title I schools identified for school improvement (those not making adequate progress) will need to devote resources—over two consecutive years—equivalent to at least 10 percent of the Title I funds they received during one fiscal year to professional development; or otherwise demonstrate that they are effectively carrying out professional development activities.

- Encouraging professional development that focuses on challenging state content and performance standards and is integrated into overall reform efforts. This priority is highlighted in all parts of the new law. In addition to emphasizing state standards, the legislation specifically allows states to combine Title I funds for professional development with funds from Title II (the Eisenhower Professional Development Program) of the ESEA and Goals 2000. The new law expands the subject areas that can be supported by Title II beyond mathematics and science when higher funding levels are reached. Title I funds can be used for a variety of professional development activities including training school staff to work more effectively with parents and creating career ladder programs for paraprofessionals to enable them to become certified teachers.

To provide external support to Title I schools in building their capacity for improvement, the law calls for:

- Each state to establish a system of school support teams to assist schoolwide programs in helping all students meet state performance standards. Each state will also establish a corps of distinguished educators to provide intensive and sustained assistance to schoolwide programs and to those schools and local education agencies furthest from meeting state student performance standards.
- Comprehensive federal technical assistance centers, organized regionally, to replace those formerly tied to categorical programs. These centers are intended to provide coordinated assistance to school systems in implementing federal programs to support improved teaching and learning.

What the National Assessment of Title I Has Learned

Findings on curriculum and instruction. Under the antecedent Chapter 1 program, students typically were pulled out of their regular classroom for a limited amount of time to receive supplemental instruction in reading and math. Although use of the pull-out model had declined moderately over the previous decade, it was still used by three-fourths of Chapter 1 elementary schools in 1992 (Millsap, Moss, & Gamse, 1993). Gradually, other forms of Chapter 1 instruction have become more prevalent, including in-class models, computer-assisted instruction, and the use of multiple teaching strategies within schools.

The 1993 National Assessment of Chapter 1 found that the program relied heavily on drill and practice to reinforce basic skills taught in the regular classroom (U.S. Department of Education, 1993). Although research shows that children can be exposed to more challenging, enriching course work as they learn basic skills (Knapp, Shields, & Turnbull, 1992), children in Chapter 1 often did not have an opportunity to learn more advanced curricula. Moreover, the reliance on pull-out programs often meant that Chapter 1 students missed instruction in some academic subject during their Chapter 1 classes. The National Assessment of Chapter 1 concluded that the program contributed only 10 minutes of additional learning time each day.

Other data on trends in high school coursetaking indicate that American children in general, and those in high-poverty schools in particular, can meet high expectations when challenged and given the opportunity. The United States has made substantial progress in increasing the percentage of students who take core academic subjects since 1983, when the watershed report, *A Nation at Risk*, called for more rigorous graduation requirements (National Commission on Excellence in Education, 1983). Students in all racial/ethnic groups have shown appreciable gains in academic coursetaking, while graduation rates have continued to improve (National Center for Education Statistics, 1995). Participation in Advanced Placement programs, particularly among minority students, is further indication that students respond to academic challenge and an enriching curriculum (The College Board, 1995). At the same time, however, continuing disparities in coursetaking for students in high-poverty schools and for low-income students show that schools must do more to provide access to challenging curriculum for all students.

Findings on whole-school and targeted assistance. The most disturbing finding from the National Assessment of Chapter 1 was the general lack of exposure of students in high-poverty schools to challenging curricula, not just through Chapter 1 but through their regular course work. Although schoolwide programs hold great promise for upgrading the entire curriculum in high-poverty schools, they were used mainly to reduce class size (Schenck & Beckstrom, 1993). Little strategic thought appeared to have gone into how Chapter 1 could be used to upgrade curriculum and instruction for the entire school. The tendency to regard Chapter 1 as separate and distinct from school reform efforts reduced its potential as a resource for academic improvement.

Research on the most promising instructional interventions in Chapter 1 suggests that, when thoughtfully implemented, a schoolwide approach can be an effective option for high-poverty schools (Pechman & Fiester, 1994). Strategies affecting the entire school day, such as schoolwide programs with site-based management or those that take a team approach to addressing student needs, typically result in greater coordination and integration with a school's regular classroom offerings. Strategies designed to affect students' whole days typically result in higher levels of interactive instruction throughout the students' reading, language arts, and mathematics classes than programs that are adjunct to the regular curriculum (Stringfield et al., in press).

When the target of change is the entire school, not just the poorest-performing children, schools serving even the most disadvantaged students can succeed (Slavin, Karweit & Madden, 1989). Research has also shown that in schools where the majority of students are poor, it makes little sense to attempt to target supplemental instruction on individual students to the exclusion of other needy students (Abt Associates, 1993).

Extended-time models accounted for a small percentage of Chapter 1 services; they were used by 15 percent of elementary schools during the summer and by 9 percent during the regular term (before and after school) (Millsap, Moss, & Gamse, 1993). In 1993-94, public elementary schools with high poverty were no more likely than low-poverty elementary schools to offer before- and after-school programs (National Data Research Center, 1995). Public schools in general were less likely than private schools to provide before- and after-school learning opportunities.

Findings on supports for school staff to improve curriculum and instruction. Research on school reform has consistently shown that adequate implementation, based on a well-articulated strategy, is the key to success—almost regardless of the particular improvement model adopted (Stringfield et al., in press). New analysis from the evaluation of special strategies in Chapter 1 schools reiterates this finding. It suggests that successful strategies build the capacity of schools to change, providing ongoing support and professional development for school staff that focuses on attaining agreed-upon goals.

Professional Development Linked to Improving Student Performance

Hueco Elementary School
Socorro Independent School District, Texas

At the beginning of each school year, Hueco Elementary School's faculty elects a school improvement team (SIT) consisting of the principal, two teachers from each grade level, and three parents. The SIT then writes a campus plan based on student needs as identified by the school's Texas Assessment of Academic Skills (TAAS) scores, attendance rates, and rate of parent involvement. The plan has two main goals: to improve student performance and to establish an environment that supports success for students, staff, and community. Based on these goals, the SIT sets objectives for student performance on the TAAS as well as objectives for attendance, parent involvement, professional development, and the achievement of students with limited-English-proficiency (who do not take the TAAS).

Once the SIT decides on the school's performance objectives for the year, it develops a plan for meeting those objectives, including encouraging frequent, ongoing professional development for school staff targeted at key areas of need. For example, because Hueco fourth graders had the school's lowest math scores on the TAAS in 1994-95, the SIT is now working with the teachers to help improve instruction and student achievement in mathematics. As a site-managed school, Hueco Elementary (also a year-round, Title I schoolwide program) has chosen to allocate funds for substitute teachers so that Hueco teachers can attend conferences and other professional development activities during school hours.

The evaluation of special strategies in Chapter 1 schools suggests several factors critical to successful implementation. They include: adequacy of resources, external support, effective leadership, buy-in from key stakeholders—particularly teachers, principals, and parents—and congruence between identified problems and intervention strategies. Sustained support for change from within and outside the school is essential; strategies that are not consistently supported by school principals and central office personnel are marginalized or eliminated. Systemic support through professional development and efforts to build the capacity of teachers, principals, and other school staff is also essential for implementation and institutionalization of innovative strategies (Stringfield et al., in press).

Building Capacity in a State for Effective Innovation

The Vermont Portfolio Network

In 1991, Vermont decided to better measure student performance through a new portfolio assessment system for fourth- and eighth-grade math and writing. Teachers across the state organized into small networks to help each other learn about the new method and prepare for the changes they would have to make. The state was divided into 17 regions and a network leader—typically an experienced classroom teacher—was recruited to serve as liaison between the region's school districts and the state.

In the years since the assessment change, network presentations have ranged from providing general information on portfolios to developing and using criteria to score students' portfolio work. The network also focuses on: (1) improving instruction based on an analysis of students' scores; (2) developing a system for managing portfolios; (3) sharing strategies and materials; and (4) conveying administrative information from the state education department. Network meetings also give teachers a chance to offer and receive encouragement and air concerns about policies related to the portfolios and improved teaching and learning.

While high-poverty schools share the same goals as lower-poverty schools, teachers in high-poverty schools see many more challenges to achieving their goals for students. About half of all public elementary school principals reported in 1993-94 that building basic literacy skills was their schools' most important education goal. Their second most important goal was encouraging academic excellence (National Data Research Center, 1995). Poverty level and participation in Chapter 1 did not appear to differentiate responses on this item. However, teachers in higher-poverty elementary schools were much more likely than their counterparts in more advantaged schools to identify the lack of academic challenge as a serious problem (9 percent in the highest-poverty schools compared with 3 percent in the lowest-poverty schools).

Other findings suggest that teachers in general and those in high-poverty schools in particular felt that they were ill-equipped to teach to high standards. In a 1992 national survey of teacher attitudes, only 3 out of 10 teachers overall believed that they were very well prepared to apply higher standards in their classrooms; teachers with more lower-income students in the school felt somewhat less prepared than teachers in other schools to set higher standards (Harris & Associates, 1992).

While Chapter 1 teachers experienced a few more hours of professional development each year than teachers in general, Chapter 1 teachers' aides received very little ongoing training. Given that most aides lacked college preparation for the classroom, their use in unsupervised instruction, reported in 20 percent of Chapter 1 schools, was equally troubling (Millsap, Moss, & Gamse, 1993). Overall, the use of teachers' aides in high-poverty schools appeared to be more prevalent than in low-poverty schools and to have increased between 1991 and 1994 (Abt Associates, 1995). While 23 percent of first graders in low-poverty schools were in reading classes with teachers' aides, 44 percent of first graders in high-poverty schools were in such classrooms. Aides also tended to work with either low-achieving students or with a mix of students in the class; rarely were they assigned to work with high-achieving students.

The professional development of school staff did not appear to differ significantly according to the level of school poverty. Teachers in high- and low-poverty elementary schools participated in about the same number of hours of short-term workshops; most teachers took training in 1993-94 in a variety of topics—teaching methods, cooperative learning, and student assessment—and almost half took training in using new technologies (National Data Research Center, 1995). Most training was of short duration (eight hours or less). Sustained professional development linked to core academics was less common for teachers in both high- and low- poverty schools.

Building Capacity in a District for Whole School Reform

Philadelphia Education Fund
Philadelphia

The Philadelphia Education Fund, a collaboration with the Philadelphia school district, offers support for school reform, including professional development for teachers and administrators and partnerships with universities and community-based organizations. Its Partners in Change Middle School Initiative is helping six middle schools in the district rethink their structure, relationships with the community, and approaches to teaching and learning. In collaboration with principals, school cluster leaders, teachers, and other education and community organizations, the Fund will also offer two-week summer institutes on improving teaching and learning, using data to make decisions, and establishing small learning communities within schools and clusters. A second new program will help two school clusters jointly plan four years of professional development around new approaches to teaching and learning that span the elementary through secondary school grades.

Performance Criteria for the National Assessment of Title I

Performance criteria for Title I-supported curriculum and instruction. Title I calls for comprehensive planning at several levels to coalesce efforts around a common mission: improving student performance. Based on an assessment of student needs, schools are to design and carry out their programs by drawing on and developing available resources, supports, and staff strengths. States and local school districts are to provide direction, guidance, and assistance to schools as they work toward improvement. Indicators of progress include:

- Reviews of plans at state, local, and school levels would show that Title I is being considered in coordination with other programs serving at-risk students (e.g., education for migrant students, education for students with disabilities, bilingual education, services for homeless children, Head Start). Consolidated planning and cross professional development involving staff with different specialties, disciplines, and responsibilities would suggest that the needs of children are being considered comprehensively using all available resources to support improved performance.

- Analysis of coursework would show evidence of rigorous curricula that cover the state-approved content standards and the use of assessments linked to the standards to inform instructional strategies and monitor performance. Key indicators of progress would include the exposure of students served by Title I to challenging subject matter and the effective use of instructional time and resources in Title I schools.

  High-poverty schools would show progress in aligning classroom practice with challenging standards comparable to the progress of schools nationally. Instruction would show that teachers are adapting the content of their teaching and their classroom strategies to address the diverse needs of students, engage students' interest, and motivate them to reach high standards. Title I programs that rely heavily on drill and practice would decrease as teachers broaden their repertoire of ways to involve students in learning. In addition, schools would use and promote new technology to reinforce material that covers the knowledge and skills outlined in the rigorous content standards.

Performance criteria for whole-school and targeted assistance. An increase in the number of Title I schoolwide programs and the use of extended learning opportunities would indicate growing awareness and acceptance of effective and innovative approaches to improving teaching and learning. Adoption of effective curriculum and instructional strategies would be evident in school plans and classroom practice. Indicators of progress include:

- Increases in the number of extended school-year programs, before- and after-school programs, and summer programs, which show a willingness to expand learning time while enabling students who are served by Title I to keep up with the regular school curriculum.

- Evidence of comprehensive approaches to improving curriculum, instruction, and assessment aligned with challenging state and local standards (expected of at least half of all Title I schoolwide programs by 1997-98).

Performance criteria for school staff supports. Title I-supported professional development and assistance for improved teaching are expected to be integrated with other resources to address school and classroom needs for improvement. Indicators of progress include:

- The extent to which professional development is aligned with standards, addresses the needs of target populations in reaching high standards, and encourages effective strategies to engage students and their families in learning. Surveys in Title I schools would show increasing percentages of teachers who are aware of the state-approved content and performance standards and who perceive themselves and their colleagues capable of teaching to high standards.

- The quality of professional development, in terms of its content and approach and the ability of teachers to apply what they have learned to classroom practice. Most promising would be professional development that is sustained and intensive and involves the whole school in building capacity for improvement. Support for the professional growth of teachers would be demonstrated by adequate time to meet together, participate in networks, and learn from others.

- The extent to which increasing proportions of teachers' aides earn high school diplomas or their equivalent within two years of employment and take further professional training.

- The extent to which school support teams and distinguished educators provide high-quality, intensive, and sustained assistance to schoolwide programs and to the schools and local education agencies most in need.

- The extent to which professional development contributes to improved instruction and student achievement for children served by Title I.

Plans for Evaluating Progress

Ongoing and planned studies include:

- **ED Fast Response Teacher and School Surveys,** which will provide information on the extent to which teachers and principals report the use of demanding curriculum, promising instructional strategies, and extended learning time and schoolwide program strategies. The surveys will tap principals' awareness of the new eligibility criteria for schoolwide programs, the extent to which extended learning opportunities are promoted, and staffs' recent experience with professional development. Both teachers and principals will be asked about their confidence in their own ability to enable students to reach high standards and their assessment of their colleagues' preparation for the task. Comparative data will be reported for high-poverty schools in general, for Title I schoolwide programs, and for schools identified for program improvement. Findings will be available in spring 1996. The intent is to repeat the surveys at least two more times during the Title I authorization cycle.

- **The Longitudinal Evaluation of School Change and Performance,** which will track the cumulative effect of federal support for upgrading educational performance at the school and classroom level. A longitudinal design will provide a better understanding of how schools change within the context of federal, state, and local standards-based reform. The intent is to conduct the evaluation in a limited number of states, with a more in-depth examination of curriculum and classroom instruction at the elementary school level. As resources permit, the study will include a special focus on Title I schoolwide programs and schools that have been chronically identified for school improvement. Findings are expected in 1998.

- **The Study of the Impact of Title I Schoolwide Programs on Migrant Children,** mandated by Congress, which will examine the extent to which schoolwide programs affect the learning opportunities afforded to migrant students. Because schoolwide programs enable all students to benefit from Title I resources, regardless of when they enter a school, these programs may facilitate providing services to migrant students. At issue, however, is the concern that the unique needs of migrant students may not be met through schoolwide approaches. Given the limited-English-proficiency of many migrant students, a particular focus will be how schools accommodate their need for language instruction. A competitive procurement for the study will begin in FY 1996.

Other efforts include:

- **Information Networks with Title I Schools,** which will enable the Department to tap information on the progress of schools engaged in upgrading their curriculum, instruction, parent involvement, and other supports for improved teaching and learning. In turn, the network will enable schools to share information with other schools and with technical assistance providers on their problems, needs, and successes in implementing Title I and other school reform. The Department plans to begin by setting up an electronic network for Title I schoolwide programs in early 1996.

- **Analysis of the National Assessment of Educational Progress** data collected from teachers, which will provide supplementary information on coursework, instructional strategies, and professional development that can be reported on high- and low-poverty schools. Findings from the 1996 NAEP data collection will be available in 1997.

- **A Joint Study of the Criteria for Alignment of Content Standards/Curriculum Frameworks and Student Assessments,** which will suggest ways to measure alignment of curricula with standards and assessments. The study, supported by the National

Science Foundation, is an activity of the National Institute for Science Education and part of a multiyear analysis of state curriculum frameworks and standards in mathematics and science by the Council of Chief State School Officers. The study will be completed in the fall 1996.

Section 4:
Flexibility Coupled With Increased Responsibility for Student Performance

What the New Provisions Are

Title I, reinforced by other provisions of the Elementary and Secondary Education Act (ESEA) and the Goals 2000: Educate America Act, allows greater innovation than Chapter 1 did in adapting federal programs to local needs. It encourages schools to view planning as an ongoing process based on the student and school needs, rather than as a bureaucratic procedure that schools follow to satisfy administrative requirements. Title I gives schools more flexibility in using federal resources, coupled with more responsibility for improving student performance. Title I also establishes new roles for school districts, states, and the federal government in assisting schools to develop and implement strategies for addressing students' learning needs.

School-level flexibility and accountability. Title I gives teachers and principals (in collaboration with parents) more freedom to make decisions about how to best use program funds to help students achieve more.

- **Title I expands the schoolwide program feature**, thus allowing a greater number of high-poverty schools to engage in fundamental improvements focused on high standards, so they can better serve the entire school with Title I resources. The decision to adopt a schoolwide program is made by the school, not the district.

  Schoolwide program status also enables schools to commingle Title I, Part A funds with other federal resources (e.g., Title I, Part C Migrant Education, Title II Eisenhower Professional Development, Title VI Innovative Education Strategies, and Title VII Bilingual Education funds) as long as the needs of targeted populations are addressed in the schoolwide plan.

- **Title I promotes increased school-level accountability** based upon whether students are making adequate progress—that is, showing improvement as defined by state assessments and other measures. For example:

  — Each Title I school will be required to demonstrate adequate yearly progress in narrowing the gap between disadvantaged students and their more advantaged peers in attaining state performance standards. Schools that fail to make adequate yearly progress will be identified for improvement and receive technical assistance through districts and states.

— Local school districts will publish performance profiles of individual Title I schools to promote increased accountability to families and communities.

System supports for flexibility and accountability. Districts, states, and the federal government support Title I schools through information, guidance, and technical assistance in developing and implementing plans for educational reform designed to help disadvantaged students meet high standards. For example:

- **States and districts are responsible for implementing a performance-based accountability system**, using "high-quality" state assessments. States will establish requirements for adequate yearly progress for schools and school districts, based on those yearly student assessments and other measures such as dropout, retention, and attendance rates. Districts must take corrective actions to help a school if it fails to make adequate progress after two years. States and districts also will reward progress and high performance in Title I schools.

- **The federal government, states, and districts will help schools understand the purpose and requirements of Title I**. Congress directed that federal regulations governing standards and assessments in Title I be distributed to the field by July 1995. This mandate was successfully fulfilled. Beyond this, federal officials are responsible for developing and disseminating clear, coherent guidance.

- **At the federal level, a new authority enables the U.S. Department of Education to waive various statutory or regulatory provisions, at the request of states, districts, or schools**. In addition, "Ed-flex" provisions in the Goals 2000: Educate America Act extend the federal waiver authority to six states.

Ed-Flex in Kansas

Kansas has tied its Ed-Flex plan to the state's comprehensive overall reform strategy, which includes Quality Performance Accreditation. Results of waivers granted will be evaluated against locally-determined indicators and the state's assessment system.

What the National Assessment of Title I Has Learned

Because the emphasis on flexibility in Title I is recent, little information exists on how schools are using program resources in a flexible way. However, findings from the previous National Assessment of Chapter 1, studies of school reform, and recent federal, state, and local activities to support schools do provide a baseline for measuring changes.

Schoolwide Improvement

A.G. Hilliard Elementary School
North Forest Independent School District, Houston, Texas

Five years ago, Hilliard Elementary School, which serves about 535 African American students in grades 1-5, became a Title I schoolwide program (about 95 percent of students receive free or reduced-price school lunches). Instructional decisions made by school staff are informed by continuous evaluation and feedback, which focuses on students' progress in reading, writing and math.

The school's annual instructional plan includes a timeline for covering priorities based on the state's standards, "Essential Elements" in reading, writing and math. Social studies and science are integrated within the other disciplines. These standards are linked to the Texas Assessment of Academic Skills (TAAS). The priorities set forth each fall in the timeline are based on students' scores on the TAAS that was administered the preceding spring.

Every six weeks, teacher teams select the essential elements of the curriculum that they plan to cover, based upon the annual schoolwide plan. At the end of each six-week period, students take tests developed by school administrators to measure their mastery of the essential elements. The tests are scored within 24 hours; the principal, instructional specialist, and teachers then discuss strategies for addressing students' needs during the next six weeks of instruction.

Teachers continually introduce new curriculum, reteaching skills as necessary. The principal and instructional specialist spend time in the classroom and model teaching strategies for staff. Every day, 50 minutes are devoted to staff training and collaboration. Occasionally outside experts visit the school to provide additional support; the district provides $2 per student annually to fund such activities.

According to Principal Rufus Allen, the emphasis on continuous evaluation and feedback on student progress has resulted in teachers setting higher expectations for both students and themselves. Staff recognize success and also re-examine strategies for teaching and professional development. Principal Allen attributes the success of this approach to the principle that "what gets monitored, gets done."

Hilliard students have succeeded. In spring 1995, 80 percent of Hilliard third graders met the state's expectations on the TAAS in reading, an increase from 20 percent five years prior; eighty-one percent met expectations in math. Ninety-three percent of the fourth graders at Hilliard met the expectations in writing. Most recently, Hilliard was recognized as one of six outstanding schools in the nation by the National Alliance of Black School Educators.

(R. Allen, personal communication, December 4, 1995)

The low level of participation in schoolwide programs can be attributed to limited awareness of the option. A 1991-92 survey of principals in eligible elementary schools found that 45 percent were unaware of the option (Millsap, Moss, & Gamse, 1993). Indeed, many of these principals reported that they were not informed of the option by their school districts, which may have received little or no information from their state educational agencies.

Changes due to flexibility and accountability in schools. Despite increases in the early 1990's, the number of schools with schoolwide Title I programs remained relatively low in the antecedent Chapter 1 program. Less than half (47 percent) of eligible schools (those with poverty rates of 75 percent or higher) implemented schoolwide programs in 1994-95, although this was a large increase from the 19 percent of eligible sites that offered schoolwide programs in 1989-90 (U.S. Department of Education, Office of Compensatory Education Programs, 1995).

SCHOOLWIDE PROGRAM ELIGIBILITY	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97
Number of Schoolwide Programs	1175	2107	2585	3274	4583	(?)	(?)
Number of Eligible Schools and Percent Conducting Schoolwide Progams	6184 19%	7023 30%	7833 33%	9354 35%	9751 47%	16,853* (?)	21,710** (?)

* Number eligible at the 60 percent poverty threshold

** Number eligible at the 50 percent poverty threshold

Although some sites embraced the schoolwide program option early on to promote improved opportunities for all children, most schools that chose the schoolwide option did not undertake fundamental instructional reforms. Instead, they pursued only incremental and administrative changes such as lowering class size, without accompanying changes in instruction.

In addition, most schoolwide program schools surveyed for the National Assessment of Chapter 1 did not use their flexibility to implement whole-school reform, instead opting for more limited strategies. There was little evidence of rethinking or overhauling programs, even among schools that were well along in implementing state and local reforms. Most schools continued to focus instead on targeting services to specific populations (Schenck, 1993). The forthcoming report *Integrating State Systemic Reforms and Chapter 1 Programs: Insights from Early Initiatives* (Pechman & Turnbull, in press) concludes that if policy makers want to see schoolwide programs stimulate reform, they will have to emphasize this goal in their message.

Changes due to new roles in supporting flexibility and accountability. Schoolwide programs did not achieve their full potential under the antecedent Chapter 1 program. This is due, in part, to concerns about commingling of funds and because states and districts were reluctant to encourage them. Many states and districts are now placing a higher priority on promoting schoolwide reforms through information-sharing and technical assistance.

A focus on compliance and regulatory matters, rather than on improved student performance, occupied much of states' and districts' efforts in administering Chapter 1. In large part, this mirrored the focus of federal monitors during state visits. According to a 1992 survey, almost every state Chapter 1 director noted that federal monitors emphasized compliance issues, while less than half noted that the monitors were concerned about the quality of Chapter 1-supported instruction (Turnbull, Wechsler, & Rosenthal, 1992).

An examination of Chapter 1 in the context of state and local reforms offers suggestions for state and local assistance of Title I-supported school reform efforts:

- Title I policy makers and program managers might want to clarify roles for the program in state or local efforts to develop or adapt curricula for low-achieving students. Some source of leadership in curriculum development is needed if Title I students are to escape their traditional diet of low-level basic skills.
- Title I policy makers and program managers could strongly encourage states and districts to focus professional development on the practical application of new standards, curricula, and instruction with disadvantaged students. Currently, more peripheral instructional programs dominate professional development in districts.

(Pechman & Turnbull, in press, pp. 60-63)

The early responses to the general waiver provision in ESEA, which gives the Secretary of Education the authority to waive certain statutory and regulatory requirements, suggest that districts and states are aware of the option but are unaware of the opportunities for flexibility that already exist. By the end of January 1996, of 197 waiver requests submitted to the U.S. Department of Education, 48 were withdrawn because the requested action was possible without a waiver. Most waiver requests sought flexibility to continue existing Chapter 1 programs in schools that became ineligible due to new targeting requirements. Very few of the early waiver requests have supported innovation (U.S. Department of Education, unpublished summary of waiver requests, 1996).

Waivers to Speed Improvement

Highland Elementary School
Clarkston School District, Washington

A schoolwide planning team composed of teachers, parents, the principal, the Title I teacher, and the school librarian conducted a thorough needs assessment at Highland Elementary School. Based on the results of this needs assessment, the team developed a plan for a schoolwide program. Subsequently, the district requested and received a waiver that allows Highland to implement a schoolwide program one year before it would be eligible under the statutory poverty threshold.

(U.S. Department of Education, unpublished summary of waiver requests, 1996)

Performance Criteria for the National Assessment of Title I

School-level flexibility and accountability. Performance criteria for school-level flexibility and accountability address schools' progress in using Title I and other federal funds to support school reform. For example:

- An increased number of schoolwide programs might indicate that schools are using Title I and other federal dollars to implement comprehensive reforms that meet the needs of all students to reach high standards in high-poverty schools.
    - An examination of the extent to which principals and teachers are aware of and take advantage of the flexibility available through Title I and other federal programs will provide a key indicator of progress.
    - Evidence of the effective implementation of schoolwide programs includes the extent to which schoolwide program plans and implementation efforts use resources strategically to meet identified student needs. The extent to which the needs of targeted student populations (e.g., migrant children, students with limited-English-proficiency) are addressed will also be considered.
- To complement an examination of school-level flexibility, the NATI will report ways in which schools are determining whether students are achieving standards of progress linked to assessments and other measures, and the extent to which schools use that information for improvement.

System supports for flexibility and accountability. Performance criteria for measuring system supports for increased flexibility and accountability address planning support, guidance, and strategies for measuring progress and assisting and recognizing schools. For example:

- Evidence that Title I schoolwide programs, extended learning programs, charter schools, and comprehensive bilingual education programs are implemented in a way that reflects growing awareness and adoption of innovative and integrated approaches to teaching and learning will indicate that states and school districts are effectively using and supporting the flexibility option.

- The NATI will assess the scope and quality of guidance to schools in using Title I supports to address identified needs.

  - To assess planning support and accountability, the NATI will examine (1) the guidance from states to districts and schools on developing and implementing plans for education reform and (2) states' and districts' adoption of strategies, especially under Title I, to support reforms and implement program accountability.

  - The extent to which states and districts provide clear, coherent guidance and an integrated policy framework for school improvement—including alignment among standards, assessments, curriculum and instruction, and assistance—will indicate progress.

  - The impact of new federal/state monitoring practices will be reflected in the extent to which federal monitors exhibit a focus on reviewing quality, not simply compliance, and use effective systems of benchmarking, tracking, and reporting progress.

  - NATI will also examine strategies states and districts use to (1) give schools quick, helpful feedback that supports continuous progress, (2) reward high performance and (3) intervene in failing schools.

- Progress made at the federal level toward promoting flexibility by assessing the implementation of the Secretary's waiver authority and federal program monitoring.

  - The new waiver authority and flexibility are intended to encourage schools to adopt promising innovations and integrated approaches that respond to the needs of children, particularly those targeted for services, and not simply be requested for administrative convenience. Information on waivers requested and approved to encourage further innovation and improvement will be used to examine the impact of waivers on the program's ability to meet goals for targeted populations.

  - The NATI also will report on the U.S. Department of Education's efforts to monitor federal programs through regional service teams. Program monitoring is designed to take an integrated, customer-focused approach that encourages performance accountability and continuous improvement.

Plans for Evaluating Progress

The earlier National Assessment of Chapter 1 provides baseline information on the context in which the new Title I provisions will be implemented, and *Integrating State Systemic Reforms and Chapter 1 Programs: Insights from Early Initiatives* (Pechman & Turnbull, in press) describes the challenges involved in linking federal mandates under Chapter 1 to state and local reforms, based on raising standards.

Evaluations planned by the U.S. Department of Education at the school, district, state, and federal levels will examine the implementation of ESEA and Goals 2000, including strategies to promote flexibility for results. The evaluations must pay considerable attention to the way in which the program is implemented, focusing on the use of key strategies such as flexibility and comprehensive approaches. Research conducted through centers supported by the Office of Educational Research and Improvement, private foundations, and other organizations will supplement these efforts. For example:

- The recently funded **Study of State's Planning and Implementation of ESEA and Goals 2000** will provide information for addressing performance criteria with respect to state-level supports. Since it will be conducted in the first full year of the ESEA's implementation, the evaluation should provide a useful baseline—with respect to Title I, other ESEA programs, and Goals 2000—for measuring state-level planning support and accountability. The evaluation will examine established measures for adequate yearly progress; policy coherence; communication and technical assistance; monitoring of program improvement, better performance, and achievement; and the implementation of incentives among all 50 states. The evaluation also will use case studies to illustrate the links between state-level implementation and district-level supports to schools, including those in Ed-Flex states. Findings are anticipated in early 1997; follow-ups will be conducted in subsequent years.

- The **Fast Response Surveys of Principals and Teachers** will provide baseline data regarding what school staff know about the new provisions under Title I, other ESEA programs, and Goals 2000—particularly related to the implementation of effective schoolwide practices. More detailed follow-up information will be collected through the planned **Longitudinal Evaluation of School Change and Performance**. Findings from the Fast Response Survey will be available in 1996, when the Department of Education will award a competitive procurement for the Longitudinal Evaluation of School Change and Performance.

- The **Federal Implementation Study of ESEA and Goals 2000** will examine federal monitoring, the development of guidance and efforts to simplify regulations, the implementation of federal waiver authority, and federal support for technical assistance. Findings are anticipated in early 1997.

- The congressionally mandated **Study of Migrant Student Participation in Schoolwide Programs** will examine the impact of commingling program funds, targeted at a specific student population, with other federal, state, and local dollars to support schoolwide reforms. The study is scheduled to commence in 1996.

- To examine local-level planning, implementation, and supports for federal programs, the Department of Education plans to conduct a **Study of Local ESEA and Goals 2000-Supported Planning and Implementation**. The local study will be closely linked to the state- and school-level evaluations outlined above; it will address key indicators with respect to planning support and accountability, policy coherence, communication and technical assistance, training of staff, monitoring focused on program improvement, and incentives. The study will begin in 1996, with findings available in 1998.

- Studies conducted by the Consortium for Policy Research in Education that are related to the implementation of systemic reforms, including incentives, should also provide useful background information for examining issues related to flexibility and accountability.

Section 5:

Title I Parent Involvement: Partnerships with Families, Schools, and Communities to Support Learning

What the New Provisions Are

Title I makes family involvement a priority by supporting partnerships between families and schools while encouraging community efforts to improve schools and reinforce the importance of learning. While the antecedent Chapter 1 program recognized that parents are important educators of their children, the new Title I legislation includes three key provisions to strengthen parent involvement: a written parent involvement policy, jointly developed by school districts and parents and by schools and parents; school/parent compacts that identify shared responsibilities for high student performance; and training to build school and parent capacity for involvement, including literacy and parenting education. Support for family involvement in Title I schools can also come through other federal legislation.

Jointly developed Title I policies. Each Title I school will jointly develop with and distribute to parents a written parent involvement policy. In their policies, schools will address how they will involve parents in a timely and organized way in the planning and improvement of Title I-supported activities. Policy involvement includes developing the schoolwide plan, establishing school/parent compacts, and building capacity to support parent involvement. Policies are also to address how schools will provide parents with information on expected student proficiency levels and on the schools' profiles, which present data on academic performance and achievement.

In addition, each school district will formulate jointly with parents a written policy that involves parents in the process of school review and improvement. The district policy is to describe how the agency will strengthen schools' and parents' capacity for parent involvement and coordinate parent involvement under Title I with other programs, such as Even Start. Districts receiving $500,000 or more are to reserve *at least* one percent of their Title I funds to support parent involvement activities, including family literacy and parent training programs. The district is to evaluate its parent involvement policies annually, with the participation of parents.

Title I school-parent compacts. School-parent compacts are agreements developed between parents and school staff to help children achieve to high standards. The compacts recognize that families and schools need to work together toward mutual goals and that they share responsibilities for each student's performance. Specifically, the compacts are intended to promote:

- **Shared responsibility for learning**. Schools commit to providing high-quality curriculum and instruction in a supportive learning environment, where teachers are given sustained professional development so that they may teach to high standards, and families are helped to participate in their children's learning. Families are responsible for supporting their children's learning through activities such as monitoring attendance, homework completion, and television viewing.

- **Ongoing communication.** The school-parent compact is to describe the means by which schools and parents will develop their partnerships. For example, schools are to conduct parent-teacher conferences, provide progress reports to parents, and provide parents with opportunities to observe classes, volunteer in classes, and participate in school decision making. The school-parent compact comprises agreements developed between school staff and parents that outline their shared responsibility to help children achieve to high standards and promote ongoing communication. The legislation encourages schools to reach out to parents by implementing practices that support strong parent participation, such as flexible scheduling of home-school conferences.

Training and assistance to build capacity for involvement. Schools will offer programs to strengthen the school/family partnership by providing materials and education for school staff and parents. Training is often critical to the success of family involvement activities. Assistance to parents can include training in (1) understanding the importance of challenging academic standards and how they can help their children meet them, (2) monitoring their children's progress, or (3) literacy or skills that help parents work with their children. Title I also calls on schools to share information in the child's home language, to the extent possible. Activities to build school capacity—a priority—may support extending the partnership to include community-based organizations and businesses. Teachers, principals, and teacher aides have had little preparation to involve parents in this way with their children's learning.

Related legislation and initiatives. Provisions in various federal laws and national initiatives acknowledge the importance of encouraging family involvement and can reinforce the provisions in Title I. Specifically:

- Congress recognized improving parent involvement as a new national education goal in the Goals 2000 legislation.

- State and local Goals 2000 plans are to be developed with broad-based input from parents and other members of the community. Families and the general public are to participate in key decisions about curriculum, instruction, assessment, and how families can help their children meet high academic standards.

- Goals 2000 Parent Information and Resource Centers are intended to provide information sharing, expert assistance, and direct parenting services that could assist Title I schools.

- Even Start (Title I, Part B) supports family literacy, early childhood education, parenting education, and adult literacy for many low-income families served by Title I.

- The Secretary of Education has created a Family Involvement Partnership for Learning. It is a mission-driven, national coalition of partners including family, education, business, community, and religious organizations committed to promoting policies and practices that increase family involvement.

What the National Assessment of Title I Has Learned

Ample research supports the statement that parents are a child's first and most important teacher. Moreover, research suggests that parents may need help from schools and others to be more effective teachers and supporters for their children (Epstein, 1995; Moles, 1993). Research also suggests that effective schools not only promote parent involvement, but respond to parents' concerns (U.S. Department of Education, 1994). The National Assessment of Title I (NATI) has learned:

- What parents do to participate in their children's education matters more to their child's performance than parent income or education (Walberg, 1984; Stevenson & Baker, 1987; U.S. Department of Education, 1994). School efforts to help parents have a bigger impact on parents' continued involvement in children's education than whether parents finished high school or not, whether they have one child or five children, whether they are married or not, or whether the family is rich or poor (Dauber & Epstein, 1993). Many parents say they would be willing to spend more time on homework or other learning activities with their children if teachers gave them more guidance (Moles, 1993); and when guided, even parents of middle school grade students respond (Epstein & Salinas, 1991).

- All types of families can help their children learn at challenging academic levels. Studies of individual families show that what the family does— language development, motivation of children, monitoring homework, limiting TV— is more important to student success than family income or education (de Kanter, Ginsburg, & Milne, 1986; Henderson & Berla, 1994; Keith & Keith, 1993; Stevenson & Baker, 1987; U.S. Department of Education, 1994; Walberg, 1984).

- Community groups, including community-based organizations, religious organizations, and businesses, can support families and schools in helping the partnership work. Students spend about 90 percent of their waking hours outside of school, so the community, in addition to the school and family, can have a tremendous influence on children's development. Community members and organizations can help provide recreation, expertise, resources and facilitate family-school exchange. Studies show that when community efforts to help families and children are strong the overall life in a community may improve and juvenile delinquency may decline (U.S. Department of Education, 1994).

These findings are keys to the new Title I legislation, which supports a strengthened school/family partnership with community and business involvement. The previous National Assessment of Chapter 1 showed that the program had contributed to more parent involvement, in terms of both an increase in the activities offered and an increase in the percentages of parents involved (Puma, Jones, Rock, & Fernandez, 1993). Between 1985-86 and 1991-92, there was an increase in the percentage of principals who reported that parents were very involved in helping their children with homework. In particular, in schools where at least half of the children were eligible for free or reduced-priced lunch, the percentage of principals reporting very involved parents at least doubled, although it remained lower than in other schools (Millsap, Moss, & Gamse, 1993).

Evaluations show that often parents are less actively involved in situations where their involvement would be particularly beneficial. For example:

- Parents of students in high-poverty schools report fewer educationally relevant resources in the home than other parents, although such children may need even greater reinforcement of learning than their more advantaged peers (Puma et al., 1993). Also, parents who do not have literacy skills or high school diplomas participate less in their children's education than other parents (Puma et al., 1993).

- Family involvement diminishes in middle schools compared with elementary schools, even though middle school students are at a sensitive age when many youth problems begin and critical decisions about coursetaking determine college and job opportunities.

The NATI has found that schools play a role in promoting family involvement:

- Many teachers have had little or no training in how to communicate with and assist families (Radcliffe, Malone, & Nathan, 1994). They want training and generally find such assistance helpful. This training may also help teachers to understand their students' variety of cultural backgrounds and develop their skills in relating instruction to students' cultures. Teachers need to learn how to listen and respond to parent perspectives.

- Studies of low-income families in Even Start have shown parent training to be helpful: children's performance is directly related to the amount of parent training provided (St. Pierre, Swartz, Gamse, Murray, Deck, & Nickel, 1995).

- Technology helps schools reach out to families by making information more accessible at convenient times. Homework hotlines help parents find out about assignments and computers extend learning into the home. However, low-income families have less access to technology than families with higher incomes (U.S. Department of Education, 1994).

- It is important for schools to involve hard-to-reach families and offer support for parents' own education or information needs. Family resource centers— places in a school where families can go and talk with other families and receive assistance— have proven useful in getting families and schools to work together (Johnson, 1993).
- Reading at home is an especially critical activity, and one that all families can encourage. One of the most important activities for a child's eventual success in reading is reading aloud to children. Encouraging and assisting families in home reading yields substantial benefits in improved student performance (Sopris West, 1993).

Family Involvement

Hazelwood Elementary School
Louisville, Kentucky

A variety of opportunities and a thoughtful, persistent outreach program regularly attract a majority of the parents of Hazelwood Elementary School students to participate in school events throughout the year. Hazelwood faculty launched a drive to recruit parent volunteers early with a letter soliciting expressions of interest. Parents sign up to serve as library assistants, monthly birthday celebration organizers, Friday popcorn poppers, and promoters of the Reading Is Fundamental program. Whether they can spare time for a single activity or a daily, weekly, or monthly assignment, their offers of help are accepted warmly.

Parent education activities are wide-ranging and collaborative; among others, the school works with the Parent-Teachers Association, the National Center for Family Literacy, and Title I to provide programs. Sometimes parents study "MegaSkills," which includes home activities, or "How to Talk so Kids will Listen and Listen so Kids will Talk," building on audio- and videotaped lessons. Sometimes they participate as storytellers and discussants. For example, at monthly "Family Nights," parents and students watch a short movie and hear a story about the same theme, such as "scary things that really happened." Then they talk one-to-one about their own experiences related to the presentations. Family nights always end with a picnic of sandwiches, chips, and cookies. Weekly parent meetings feature open discussions of common problems, with parents acting as peer advisors and the Title I coordinator as consultant.

Performance Criteria for the National Assessment of Title I

Several indicators will identify progress toward the goal of school/family partnerships that improve learning in Title I schools:

- Surveys of parents and schools will show that families are becoming increasingly involved in school decisions covered under Title I parent involvement—such as developing schoolwide plans, Title I policy statements, and compacts and deciding how to use Title I funds to strengthen family involvement—and that schools are more open and responsive to their involvement.

- Surveys of parents and school staff will indicate that families are more aware of the level of performance expected of their children and the things that their children need to learn in order to succeed in school.

- Studies of school-parent compacts will indicate that they are addressing academic and communication goals and that they are being used to improve the school/family partnership.

- Surveys of schools and teachers will indicate that training in family involvement activities is increasingly available and helpful in working with families.

- Surveys of schools will indicate that parenting education, family resource centers, and literacy training are increasingly available and helpful in working with and benefiting families in need.

- Surveys of parents will indicate that larger percentages say that schools are more open and responsive to their involvement.

- Surveys of school staff and families will show that families are more actively involved in learning activities in the home and school.

- Preparedness for school, attendance, homework completion, and reading outside of school will increase where parent involvement activities have been strengthened.

If legislative measures are working as intended, key school processes described in the legislation should be put in place and operating effectively. To measure whether Title I compacts, supports for the compacts, and related legislative measures are operating effectively to support family involvement, evaluations will examine the operation of family involvement provisions. Progress will be indicated by these methods:

- **The school-parent compact process.** Surveys of Title I schools will show that: staff and parent groups are knowledgeable about school-parent compacts; schools and staff are getting the information, resources, and training they need to make compacts work; compacts are integrating family involvement activities across different federal programs and population groups; and school-parent compacts are strengthening family involvement—that is, school staff and parents believe that they are achieving the goals of the compact.

Home/School Pledge

Signal Hill Elementary School
Long Beach Unified School District, California

The School

The staff and parents/guardians at Signal Hill Elementary have high expectations of themselves and of the students at the school. In an effort to provide the highest quality instructional program to the students at Signal Hill Elementary School and to show how the school and family are working together to educate the children at Signal Hill Elementary, the staff and parents/guardians of Signal Hill Elementary School agree to implement the following programs and activities:

- Signal Hill Elementary School will provide an *academic program* that is rigorous and challenging and provide an accelerated math and science program.
- Signal Hill Elementary School staff will provide *intersession and after-school* enrichment programs for all students.
- Signal Hill Elementary School staff will *communicate with families* on an on-going basis regarding the students' academic progress.
- Signal Hill Elementary School will implement a *K-5 homework program* that emphasizes meaningful practice of instructional content and writing in all content areas.
- Signal Hill Elementary School will form and support *alliances with parents/guardians* in the governance of the school.

(signed) Principal (signed) Teacher

The Home

The school and families of Signal Hill Elementary recognize that while both parties agree that the expectations listed here are necessary in order to strengthen the communication and commitment between the home and the school, rare occasions may arise where one or both parties will have difficulty fulfilling all or part of this compact. It is also recognized that the school's purpose is to support the community and its families in whatever manner is necessary and reasonable to its ability to do so, and likewise, it is the family's responsibility to support the child and the school community.

- Parents/Guardians at Signal Hill Elementary school will send their children to school appropriately dressed, *prepared to learn*, and on time.
- Parents/Guardians at Signal Hill Elementary school will *read* to their children at least 15 minutes a night.
- Parents/Guardians at Signal Hill Elementary school will attend at least one *parent/teacher conference* a year to discuss academic progress of their children.
- Parents/Guardians at Signal Hill Elementary school will assist their children with their *homework* assignments on a regular basis to ensure completeness and accuracy.
- Parents/Guardians at Signal Hill Elementary school will *volunteer* at least ten hours a year to the school.

(signed) Parent/Guardian

- **Training in parent involvement.** Training for staff and families is being provided in those areas of greatest need, and such education is making a difference in areas such as student academic performance, discipline, and school climate.

Plans for Evaluating Progress

Title I evaluations will assess accomplishments in promoting greater family involvement in helping students learn. Evaluations will also assess the effectiveness of particular family involvement provisions in meeting program objectives in order to better identify strengths and weaknesses in school, district, state, and federal policies and practices and help guide efforts to continuously improve family involvement.

A major concern in evaluating family involvement is how to obtain accurate information about the extent to which schools and families are working together in their children's education. Schools and families tend to respond to studies according to expected societal norms, overstating their true degree of involvement. As a consequence, the NATI obtains information from multiple sources.

School and district-level surveys. Linked studies will examine family involvement policies, with a special focus on the compact process. These studies include:

- **Periodic surveys of a nationally representative set of schools and districts** about their family involvement policies and practices including respondents' initial experiences in carrying out the new Title I requirements. Survey designs will permit comparisons of the extent of family involvement in high- and low- poverty schools, to determine any gaps, identify reasons for the gaps, and examine whether any such gap is closing over time. Survey work will be combined with analysis of sample parent involvement policies and parent/school compacts in subsequent studies. (Initial information will be available by spring 1996).

  Key areas of focus for the surveys include involvement and promising practices. For example, *What methods did schools and districts use to gain parent input into policies related to parent involvement? To what extent are parents actually involved in decisions on parent involvement strategies, schoolwide plans, and the funds reserved for parent involvement activities? To what extent is parent involvement improving? Are schools supporting a strengthened school/parent partnership? What practices are most promising in strengthening the school/parent partnership at home and at school? How do these practices differ depending upon school/community context and grade level of students?*

- Family involvement questions in the **Longitudinal Evaluation of School Change and Performance** will chart progress and problems in strengthening family involvement.

- **Local school surveys of parent involvement** will provide immediate feedback for program administrators on the current state of progress and problems in parent involvement. Such data collections could be used to identify areas of accomplishment and to direct school and community attention to local needs.

State-level surveys. The Council of Chief State School Officers will conduct an analysis of state policies promoting family involvement—to examine how states encourage districts and schools to engage parents in setting policy, train school staff and parents on working together at school and at home, and uphold mutual responsibilities for learning. The intent is to make the compilation of state policies available on-line so that promising policies can be shared across states.

Links to other major national activities. Coordination with other studies on family involvement will reduce the data burden for respondents and provide integrated information from a variety of sources. In the area of parent involvement, Title I evaluations will coordinate with:

- The National Education Goals Panel's annual monitoring and reporting of progress on the new parent involvement goal.

- The **National Household Education Survey**. Conducted by the National Center for Education Statistics, the survey will involve parents with children between age 3 and twelfth grade and students in grades six through 12. This study will report results in September 1996, data will be available to researchers in January, 1997. This survey will examine the ways in which parents and families are involved with their children's schooling; how family involvement in homework and behavior relates to student achievement and school discipline; rules governing bedtimes, TV viewing, and behavior; and family involvement in reading with the child. Parents will also indicate whether their child's school uses learning compacts or school profiles.

- The University of Michigan's **Longitudinal Study of Families**, which will collect diary data on how much time children and families spend together.

- A long-term study on families by the National Center for Family Literacy.

- The **National Evaluation of the Even Start Family Literacy Program**. The Even Start program combines adult education, early childhood education, and parent education to address family literacy. Parent involvement measures are included in the data collected routinely from all Even Start sites and through indepth evaluations.

Section 6:
Effective Targeting of Title I Resources

Although Title I, funded at nearly $7 billion in FY 1995, is the largest federal program supporting elementary and secondary education, the number of children in poverty is growing and it is essential that Title I's resources be targeted effectively. The very neediest districts and schools clearly warrant the highest funding priority—evaluations show their children to be at greatest risk of school failure. Yet, historically, Title I funds have been spread thinly among many districts and schools, undermining the program's capacity to help high-poverty schools meet the high expectations set by policymakers. However, policymakers and administrators must balance the needs of the highest-poverty schools and districts with the needs of other communities that could lose Title I services if the funds are concentrated more intensively. This section examines how the balance struck in the legislation alters the distribution of Title I funds among states, school districts, and schools.

What the New Provisions Are

Title I funds are currently distributed through a three-stage process: the federal government allocates funds to the county level, states suballocate the funds to school districts, and districts select which schools are served. The new provisions will change the way funds are allocated to counties, districts, and schools.

Changes in Title I formulas that allocate funds to counties and school districts. Under the antecedent Chapter 1, 90 percent of the funds were distributed through Basic Grants, which go to almost all school districts, and 10 percent were distributed through Concentration Grants to districts with at least 15 percent poverty or more than 6,500 poor children. The new Title I should improve the targeting of funds to the districts and schools with the greatest needs, as well as the fairness and accuracy of allocations, by:

- Allocating "new money" (funds above the FY 1995 level) in Title I through Targeted Grants, a weighted formula that provides higher per-pupil amounts to counties and districts with higher percentages or numbers of poor children.
- Eliminating from the program school districts with 2 percent or fewer poor children.
- Using Census Bureau poverty data that are updated once every two years rather than once a decade.
- Moving to direct federal-to-district allocations by FY 1999.

However, several provisions temper these changes, diminishing improvements in targeting at the school district level:

- First, the Targeted Grants formula is to be used only for new funds above the FY 1995 appropriated level; the Basic and Concentration formulas are retained for allocating the remaining amount, or "old money." The new formula will have a significant impact on targeting only if there is a substantial infusion of new money for Title I—but static or even declining levels of Title I funding currently appear more likely.

- Second, another new Title I funding formula, the Education Finance Incentive Program, would (if funded) decrease targeting on the highest-poverty areas, largely because it would allocate funds based on counts of all school-age children rather than just poor children. This formula is intended to provide a financial bonus for states that have higher levels of education spending ("fiscal effort") and lower levels of disparity in funding among school districts ("fiscal equity").

- Third, "hold-harmless" provisions delay the impact of the formula changes and give districts considerable time to adjust. In FY 1996 every school district is guaranteed 100 percent of its FY 1995 amount (unless appropriations decline). In future years, a complicated sliding scale will determine hold-harmless amounts based on the poverty level of the county or district.

- Fourth, the reliability of the updated poverty estimates being developed by the Census Bureau is as yet untested. Work on the district-level updates and on a mandated National Academy of Sciences (NAS) evaluation of the Census updates has not yet begun, due to the FY 1995 rescissions and the delay in passing an FY 1996 appropriation; these delays may affect the usefulness and timeliness of the updates and the NAS evaluation.

Changes in how districts allocate funds to schools. Title I procedures require districts to rank-order their school attendance areas or schools based on the percentage of children from low-income families. Schools with a poverty rate at or above the district-wide average are eligible for Title I funds. New provisions that may increase the concentration of funds on high-poverty schools include:

- Allocating funds to schools based on their number of low-income students rather than low-achieving students.

- Requiring that schools with at least 75 percent poor students be served first, without regard to grade span—a provision intended to assure that high-poverty middle and secondary schools receive Title I services.

- Changing special school eligibility rules to allow districts to serve schools below the district poverty average only if the school has a poverty rate of 35 percent or more.

- Requiring districts to ensure that participating Title I schools receive an allocation per poor child of at least 125 percent of the district-wide allocation per poor child—a provision intended to prevent districts from spreading the funds too thinly across schools. (However, this provision does not apply if all participating schools are at least 35 percent poor).

What the National Assessment of Title I Has Learned

Targeting funds on high-poverty districts and schools is essential to fulfilling Title I's objective of closing the achievement gap between disadvantaged and advantaged students. In schools serving many children who live in poverty, academic performance tends to be low, and obstacles to raising performance tend to be great. Moreover, the number of poor children is rising, and these children are increasingly concentrated in high-poverty schools. We know that:

- In schools with above-average poverty rates, the poverty level of the school influences the test scores of *all* children, including those from more advantaged families. Low-income students in high-poverty schools are doubly at risk; they have lower achievement levels than low-income students in low-poverty schools.

- Achievement of the "average" student in high-poverty schools is lower than the achievement of Chapter 1 students in low-poverty schools (Puma, Jones, Rock, & Fernandez, 1993).

- The number of poor children (under age 18) increased by 1 million between 1991 and 1994, from 14.3 million to 15.3 million (Bureau of the Census, 1996). The number of high-poverty schools increased by 14 percent over a similar period, from 19,500 in 1990-91 to 22,200 in 1993-94 (National Data Research Center, 1995).

Data from the 1993-94 Schools and Staffing Survey confirm previous findings that the former Chapter 1 formulas and within-district allocation provisions spread funds to 92 percent of all school districts and 62 percent of all public schools, yet left many of the nation's poorest schools unserved (National Data Research Center, 1995). Moreover, the share of funds allocated to high-poverty districts and schools did not compensate for the extra degree to which students in the highest-poverty communities are at risk of school failure. We have learned that:

- At the county level, the counties in the highest-poverty quartile, which had 25 percent of all children and 45 percent of all poor children, received only 43 percent of Chapter 1 funds (U.S. Department of Education, 1993).

- One-fifth (19 percent) of the highest-poverty schools did not receive any Chapter 1 funds; this occurred because high-poverty districts had only enough resources to reach the very highest-poverty schools. At the same time, almost half (45 percent) of low-poverty schools received Chapter 1 funds (National Data Research Center, 1995).

- Many low-achieving students in high-poverty schools go unserved while higher-achieving students in low-poverty schools receive Chapter 1 services. One-third of the children in high-poverty schools who scored at or below the 35th percentile on reading tests did not receive Chapter 1 services (Puma et al., 1993).

- High-poverty high schools and middle schools frequently went unserved as many districts focused their Chapter 1 funds on elementary schools, including those with lower poverty rates. Almost one-third (31 percent) of the highest-poverty high schools did not receive any Chapter 1 funds, even though funds went to over half (55 percent) of low-poverty elementary schools (National Data Research Center, 1995).

- The allocation of funds to schools based on their number of low-achieving students penalized schools that were successful in using their Chapter 1 funds to increase student achievement. Indeed, 13 percent of principals in elementary schools reported that they had lost Chapter 1 funds as a result of improved student performance (Millsap, Moss, & Gamse, 1993).

The use of decennial census data to allocate funds has caused inequities because the data become increasingly out of date as the decade progresses. This continues to cause some concern for the 1990's. State allocations show substantial shifts from FY 1992 through FY 1995, reflecting the gradual phase-in of the shift from the 1980 to the 1990 census population counts. The general movement of funds has been toward faster-growing states in the West, displacing funding from older urban areas in the Northeast and Midwest.

Performance Criteria for the National Assessment of Title I

Decisions on targeting reflect a balance between concentrating more funds on the highest-poverty schools and maintaining support for districts and schools with smaller concentrations of disadvantaged students. Although experts and policymakers may disagree on the desired level of targeting, in general the intent of the changes approved by Congress was to strengthen targeting of resources on higher-poverty schools. And there is at least consensus that using accurate information in the funding formula is essential.

However, whether the new law will significantly improve the targeting of Title I funds is uncertain, because the formula changes are largely dependent on increased funding for Title I and the reliability of updated Census poverty data is as yet unknown. School-level targeting may be more likely to improve, because the new within-district allocation rules are already being implemented. Performance indicators for assessing whether targeting improved include:

- Fewer low-poverty school districts receive funds, and high-poverty districts receive a greater share of the funds.
- Fewer low-poverty schools receive funds, and funds are concentrated on a smaller number of schools. Conversely, high-poverty schools receive a significant increase in funding and more high-poverty high schools are served.
- Census poverty updates for counties and districts provide data for allocating Title I funds that are more accurate and reliable than the decennial census data.

Plans for Evaluating Progress

The National Assessment of Title I (NATI) will examine changes in the distribution of funds at the state, county, district, and school levels. To the extent possible, it will also examine the impact of formula allocations on the kinds of children served.

State and county allocations. Changes in Title I funding patterns among states and counties, by region and by poverty level, will be examined based on the Department's allocation data. This project will also incorporate available Census information on poverty trends and collect information on the criteria states use to suballocate funds. The analysis should be complete by January 1997 for FY 1996 funding patterns and by November 1997 for FY 1997 funding patterns.

Within-district allocations to schools. A **Study of Intradistrict Targeting and Resource Allocation** will examine resource issues, including how districts allocate Title I funds to schools, the poverty data used to determine eligibility, and exceptions made to the rules governing allocations. Special attention will be given to (1) allocations for high schools and middle schools, (2) the level of Title I funding in schoolwide programs compared to targeted assistance schools, (3) effects of the minimum allocation rule for Title I schools, (4) the extent to which waivers are used to provide Title I funds to schools that would not otherwise be eligible, and (5) the effects of any reductions in Title I funding. The Department expects to award a contract for the study by April 1996 and to obtain preliminary data for the National Assessment by fall 1996.

Title I participation and school poverty. The number of schools served at different poverty and grade levels will be examined based on data from the National Assessment of Educational Progress, which should become available by early 1997.

Census estimates. The National Academy of Sciences (NAS) will conduct a congressionally mandated study of the accuracy and reliability of Census poverty updates and the feasibility of accurately making federal allocations at the district level. The final report is due in December 1998, with an interim report in 1997. Award of this contract has been delayed by the FY 1995 rescissions and delay in passage of a FY 1996 budget; the impact of this delay on the usefulness and timeliness of the NAS reports is unknown.

Section 7:
Plans for Evaluating Title I

The evaluation agenda for the National Assessment of Title I (NATI) focuses on addressing the questions raised by Congress and by the Independent Review Panel, as outlined in preceding sections of this report. The scope and details of the evaluations planned have been guided by the need to report on performance indicators at various levels of governance that support Title I and educational improvement—from the classroom, district, state, and federal levels. Much greater collaboration is anticipated across levels of government to conduct evaluations and data syntheses useful for benchmarking progress. The agenda for evaluating Title I will draw on research studies and student assessments supported by the U. S. Department of Education and on evaluations conducted by other federal agencies, state and local education agencies, and private foundations with initiatives that involve Title I schools. The NATI will report findings to Congress and to the field on a schedule that is timely and supports continuous feedback.

The recognition that Title I operates within a larger context of school improvement has broad implications for how evaluations are conducted. Evaluations will need to actively involve state and local stakeholders in developing studies that have meaning and usefulness beyond national reporting on Title I. Participation by state and local policymakers, practitioners, and parents on the Independent Review Panel is a useful start, but the Department will need to reach out further to broaden collaboration.

The purposeful alignment of the key features of Title I with state and local school improvement efforts makes this collaboration possible, and indeed essential. New technologies will help facilitate the sharing of information on promising strategies across levels of government and with principals, teachers, and parents at the school level. The Department supports the creation of an electronic network of schools engaged in schoolwide programs as a first step toward developing more integrated, user-friendly approaches to tapping information on school progress in implementing Title I reform. The Department intends to reciprocate by supporting the sharing of information on promising strategies and supports for improvement across the network.

The NATI's evaluations also must be informed by a solid and expanding research base. It is critical that the Department focus support for research on the most promising approaches for improving learning for students at risk of school failure and on the conditions that support improvement. These findings can help frame evaluation issues, in addition to informing practice. At the national level, the mandated longitudinal study will provide rigorous measures of the impact of standards-based features in Title I on improving curriculum and instruction and consequent student performance. Student achievement information collected through the longitudinal study will be supplemented by analyses of student performance at national and state levels drawn from the National Assessment of Educational Progress (NAEP). The Department's work with the National Science Foundation will also allow for joint reporting on the effects of systemic reform on the math and science achievement of at-risk students in relation to other students. At the state level, analyses of state assessment information will examine the progress of Title I students in meeting challenging standards particular to individual states. The NATI will also analyze data reported by districts to the extent that such information is available. The Department anticipates much closer collaboration across research centers, laboratories, and comprehensive assistance centers to conduct this work, as well as across research, evaluation, and program offices within the agency.

The NATI will report on the performance of Title I throughout its authorization cycle, not just through a final report prior to the program's reauthorization. Performance indicators for Title I will be reviewed when justifying yearly budget justifications and determining priorities, in annual reports to Congress and the general public, and as new information becomes available on the program's progress.

This section describes major planned studies to measure the progress and impact of Title I within the broad context of reform, including links among studies and with other federal initiatives. These studies include a performance indicator system and baseline surveys, school- and classroom-level studies, studies at the state and local levels, and federal studies.

Performance Indicator Framework

A performance indicator system provides the general framework that links evaluations to information needs. As recognized by the Government Performance and Results Act, performance indicators contribute to improvements by pointing out problems in implementation, highlighting promising strategies, and helping to maintain a focus on better results for students. The development and tracking of performance indicators is an ongoing activity. The Department also seeks to help states, school districts, and schools develop their own performance indicator systems for self-assessment. Specifically:

- **Indicator Development**, which involves a review of state plans, progress reports, Department performance monitoring reports, in addition to evaluative studies to select key indicators to measure progress and shortcomings. Title I data on the numbers of students participating, schools choosing schoolwide programs, and schools identified for improvement will be routinely collected through annual state reporting, supplemented by more in-depth information compiled through program monitoring.

- **Pilot Efforts to Support States in Collecting and Analyzing Performance Indicators**, which will encourage efforts in a sample of states to improve the quality, scope, and usefulness of the collection and analysis of performance indicators related to the implementation of Title I, other reauthorized ESEA programs, and Goals 2000. These federal/state partnerships are intended to enhance the use of data for program accountability and improvement while building upon data that individual states collect for their own continuous improvement. Pilot efforts will address the varying needs for indicator information at each level. The Department intends to begin with a consortium of states that volunteer to work on developing data useful to state and federal monitoring of progress. The intent is to move beyond the pilot sites to larger efforts that draw upon the states' own data systems for Title I, other ESEA, and Goals 2000 program reporting.

School- and Classroom-Level Studies

Data collection efforts at the school and classroom levels include:

- **Baseline surveys of school principals and teachers**, which will provide the first indicators in the information system, offering a current snapshot of school-based perceptions of federal, state, and locally supported reforms and the extent to which reform efforts have begun to influence changes in staff professional development, a focus on higher standards for all students, classroom practice, and parent involvement.

  The surveys will be implemented in winter 1996 through the National Center for Education Statistics Fast Response Survey System. A special survey of principals on parent involvement will ask about the use of parent/school compacts, staff training, and parent involvement policies in Title I schools, with a particular focus on Title I schoolwide programs that are designed to engage all parents in whole-school improvement. Data from this study are expected by fall 1996. A follow-up study is planned in FY 1997.

- **Information Networks with Title I Schools**, which will support the creation and maintenance of electronic networks of schools engaged in Title I reform. The intent is (1) to tap information on these schools' progress and (2) to share information across the networks and with technical assistance providers on schools' problems, needs, and successes in implementing Title I and school reform. The Department plans to begin by setting up an electronic network for Title I schoolwide programs and Title I councils and teachers.

- **An Omnibus Longitudinal Evaluation of School Change and Performance**, as separately mandated by Congress under IASA, Section 1501(c), will analyze the cumulative impact of standards-based federal support for upgrading educational performance in Title I schools. To the extent that resources permit, the study will focus in particular on Title I schoolwide programs and schools chronically identified for improvement. A longitudinal design will provide a better understanding of how schools and classrooms change within the context of federal, state, and local standards-based reform. As proposed, the study will examine changes in student performance and key factors related to high and low performance, through a mixed approach involving national assessments such as NAEP, and state and local exams. Resource constraints will likely preclude the use of a nationally representative sample of schools or, as in typical longitudinal studies, tracking the performance of individual students over time. Instead, the evaluation may focus on a limited number of states, with a more in-depth examination of curriculum and classroom instruction at the elementary school level. The Department has awarded a design contract for this study and will award a competitive procurement to conduct the study in FY 1996.

- **The Study of the Impact of Title I Schoolwide Programs on Migrant Children,** as separately mandated by Congress, will examine the extent to which schoolwide programs affect learning opportunities for migrant students. Because schoolwide programs enable all students to benefit from Title I resources, regardless of when they enter a school, those programs may facilitate access to services for migrant students. At issue, however, is the concern that the unique needs of migrant students may not be met through schoolwide approaches. Given the limited English proficiency of many migrant students, the study will focus on how Title I accommodates their need for language instruction. The Department plans to award a competitive procurement in FY 1996.

State and Local Studies

Current and planned studies at the state and local levels include:

- **The Study of States' Planning and Early Implementation of Goals 2000 and ESEA,** which will provide baseline indicators of the planning process and early implementation of Goals 2000 and ESEA programs, particularly Title I. The evaluation will focus on how the legislative framework and federal resources are incorporated into the context of state school improvement efforts. Key issues will address state activities, including the process of developing state plans, setting standards, and aligning assessments with higher standards in the basics and core subjects. State-level support for school improvement will also be a focus, including the various ways states are providing professional development and technical assistance to districts in planning, performance accountability (including incentives and sanctions), and other supports (such as waivers) to encourage local flexibility and innovation. In addition to Title I, other programs included in this first look at state-level planning and implementation are Goals 2000, Title II (professional development), Title IV (safe and drug-free schools), Title VI (Innovative Grants) and the McKinney Education for Homeless Children and Youth program. Case studies will be conducted to examine the various stages in design and implementation among the states. Findings are anticipated in early 1997; a follow-up study is planned for FY 1997.

- **The Study of Family Involvement in Title I**, as mandated by Congress, will draw on two special studies—one focused on state policy and the other on school strategies to engage parents in their children's learning. The Council of Chief State School Officers will conduct an analysis of state policies promoting family involvement to examine how states encourage districts and schools to engage parents in setting policy, train school staff and parents to work together, and uphold mutual responsibilities for learning. A survey of a nationally representative set of schools about family involvement policies and practices will collect information on their initial experiences in carrying out the new Title I requirements. The survey will compare the gap in the degree of family involvement occurring between high- and low- poverty schools; replication of the survey will examine whether the gap is closing over time. Work on both studies began in fall 1995. Results from the state study are expected by spring 1996; results from the school study are expected by late fall 1996.

- **A Study of Local ESEA and Goals 2000-Supported Planning and Implementation**, which will analyze districts' efforts to implement ESEA programs, particularly Title I, and Goals 2000-supported efforts within the context of reforms. Key issues to be examined include: (1) districts' progress in consulting with schools on strategies to align curriculum and professional development to achieve higher standards developed under Goals 2000 or Title I, (2) the use of federal funds to address the needs of target populations, (3) the implementation of school improvement requirements, and (4) coordination across programs. A competitive procurement is planned for FY 1996, with findings available in 1998.

- **An Evaluation of Title I Participation of Private School Students**, which will survey a nationally representative sample of districts to examine the impact of changes in allocation procedures on participation of private school students. The survey will examine 1995-96 as the transition year during which districts must implement new procedures for determining eligibility for funds. Basing allocations on the number of low-income students, not on the number of educationally disadvantaged students, is expected to have an impact on private school student participation in Title I because private schools are less likely to participate in the federal free or reduced-price lunch program and may lack other means for assessing the income of students.

- **An Evaluation of Within-District Targeting in Title I**, which will examine resource issues including how districts allocate Title I funds to schools, what poverty data districts use to determine eligibility, and which exceptions districts make to the rules governing allocations. Special attention will be given to (1) allocations for high schools and middle schools, (2) the level of Title I funding in schoolwide programs compared to targeted assistance schools, (3) the effects of the minimum allocation rule for Title I schools, (4) the extent to which waivers are used to provide Title I funds to schools that would not otherwise be eligible, and (5) the effects of any reductions in Title I funding. The study is expected to be awarded in spring 1996 and to provide preliminary data for the NATI by fall 1996.

- **A Joint Study of the Criteria for Alignment of Content Standards/Curriculum Frameworks and Students Assessments**, which will help state and local educators measure the alignment of standards/curriculum frameworks and assessments and improve understandings of current approaches to alignment. The study will examine current definitions of alignment, describe effective approaches to define and measure alignment in current practice and analyze current and proposed approaches to alignment, using an expert task force. The study may also report to states and districts recommendations for criteria of alignment.

  This National Science Foundation-supported study is part of a multi-year analysis of the state curriculum frameworks and standards in mathematics and science by the Council of Chief State School Officers and is an activity of the National Institute for Science Education at the University of Wisconsin-Madison. Analysis is expected to be complete by fall 1996.

Federal Studies

Title I studies at the federal level include:

- **The Evaluation of Federal Efforts to Assist in School Reform**, which will collect indicators from the customers' perspective of the federal government's processes and performance in promoting improved state-, local-, and school-level practices in implementing federally supported reform efforts, especially under Title I and Goals 2000. This study will address congressional mandates to evaluate federal assistance to states, focusing on the role and effectiveness of the Department's communications, technical assistance, issuance of regulations, reviews of plans, and other efforts—building on performance indicators and broader studies.

  The study will analyze information from education personnel at the state, district, and school levels in order to assess the extent to which federal information and assistance are adequate, consistent, and useful in planning and implementing Title I and other elementary and secondary programs. It will also inquire about sources of information and technical assistance and their usefulness to policymakers and practitioners. In addition, the study will focus on the review of waivers requested under new waiver authority, to examine the process for approval and implementation, the adequacy of protection for target populations, and the scope of the flexibility proposed in the requests. A task order contract has been awarded. Findings are anticipated in early 1997; a follow-up study is planned for FY 1997.

- **The Study of Intercensal Poverty Data**, as mandated by Congress, which supports the examination of district-level data developed by the Bureau of the Census that will be the basis for Title I allocations beginning in 1999. Congress has mandated that the Department contract with the National Academy of Sciences for this analysis. Preliminary work will begin with meetings in early 1996.

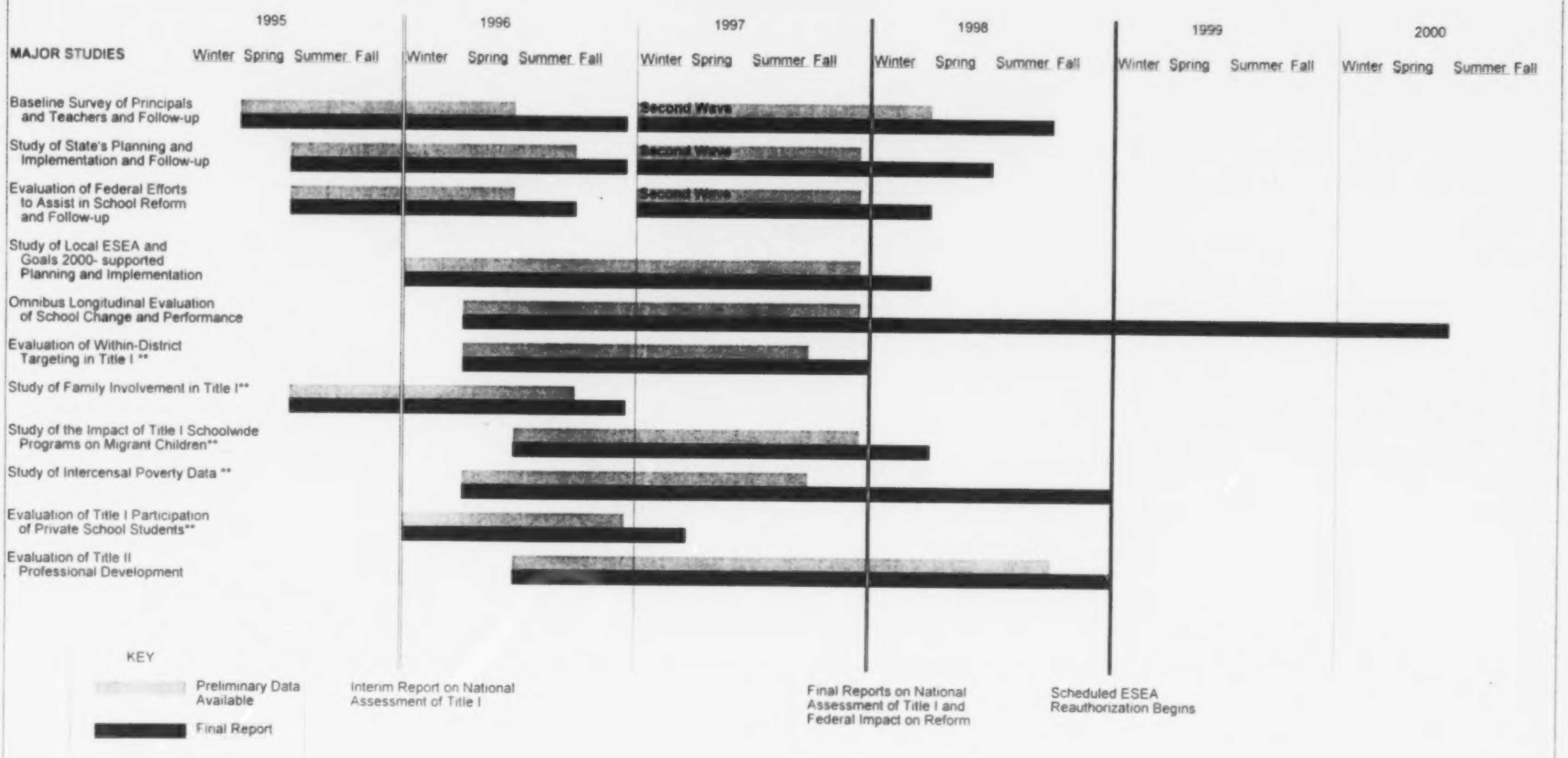
Studies of Related Programs

Several studies of related programs will provide information on Title I:

- **The Evaluation of Title II Professional Development**, which will examine the quality and impact of professional development supported by the Title II Eisenhower program; its alignment with broader educational reform efforts of states, districts, and schools; and its impact on teachers' classroom practice. The study will focus on coordination of Title II with Title I in high-poverty schools. The Department anticipates conducting this evaluation in coordination with teacher enhancement studies supported by the National Science Foundation and the National Science and Technology Council. A competitive procurement is planned for FY 1996, with findings available in 1998.

- **A Review of National and State Assessments of Educational Progress**, which will evaluate the National Assessment of Educational Progress, focusing on the developmental state assessments and developmental student performance levels. As mandated by Congress, the evaluation will examine the quality and usefulness of the state assessments and performance levels in conveying results on student achievement to the public. The study will also examine the usefulness of the National Assessment of Educational Progress in gauging the performance of Title I. A sole-source contract has been awarded to the National Academy of Sciences for this three-year study.

Title I Evaluation Plan



**Contingent upon FY96 Title I evaluation funding

Glossary

adequate yearly progress	The measure set by each state to assess performance of Title I schools and districts. The definition of adequate yearly progress will vary from state to state, and is expected to result in continuous and substantial yearly improvement of each school and local district sufficient to achieve the goal of all children served under Title I, particularly economically disadvantaged and limited-English-proficient children, meeting the state's proficient and advanced levels of performance.
alignment	Alignment refers to agreement between two measures. In the case of standards and assessments, alignment refers to assessments measuring what standards are set regarding what students should know and do and at what level they should perform.
baseline	A source of information that serves as a base for future measurement; a course of progress.
benchmarks	A basis on which comparisons of achievement, organization, and processes at various levels (within a system, similar group, or nation) are made.
comprehensive reform efforts	Efforts of schools, districts, and states to meet the needs of all students, particularly those in high-poverty schools served by Title I.
content standards	Broad descriptors of the knowledge and skills students should achieve in a particular academic subject area. The knowledge includes the most important and enduring ideas, concepts, issues, dilemmas, and information of the subject area. The skills include the ways of thinking, working, communicating, reasoning, and investigating that characterize that subject area.
continuous improvement	Continuous improvement refers to self-regulating systems that use internally or externally generated signals to monitor progress toward some end state or goal.

criterion referenced tests	Standardized tests that compare a student's performance to clearly identified learning tasks or skill levels. The basis of comparison is to a body of content knowledge and skills.
eligible school attendance area	A school attendance area where the percentage of children from low-income families is at least as high as the percentage of children from low-income families in the local education agency as a whole.
norm referenced tests	Standardized tests that compare a student's performance against that of other test-takers. Norms are obtained by administering the test to a given population (the norm group) and then calculating means, standard deviations, standardized scores, and percentiles.
performance assessment	Performance assessments require students to undertake an action or create a product that demonstrates their knowledge or skills. Performance assessment can take many different forms, including writing short essays, doing mathematical computations, conducting an experiment, presenting an oral argument, or assembling a portfolio of representative work. Performance assessment requires the student to produce an answer rather than simply to select one from an array of multiple choice answers.
performance indicators	A measure that shows the degree to which key processes achieve a desired level of performance for the educational system. Performance indicators convey judgments about the adequacy of educational objectives or the quality of educational processes. Performance indicator systems monitor progress in achieving program goals and contribute to improvements by assessing implementation in terms of achieving desired objectives of the critical program processes.
performance standards	Concrete examples of what students have to know and be able to do to demonstrate that they are proficient in the knowledge and skills framed by the content standards. Performance standards identify levels of achievement in each subject matter set out in the content standards.

pull-out model of instruction	Method of instruction in which students are removed from their regular classroom setting, typically for small group instruction.
school attendance area	A geographical area where children who are normally served by a school reside.
school improvement	A school that is identified by the local district for school improvement is one served under Title I, Part A, that for two consecutive years has not made adequate progress or has failed to meet the criteria established by the state through the state's transitional procedure.
school-parent compacts	The Title I school-parent compact is a written agreement developed jointly with the parents and the school to help children achieve to state standards. It is an agreement that outlines goals, expectations, and shared responsibilities of schools and parents, and it aids discussions between teachers and parents about how to improve school performance.
school profiles	School profiles, often referred to as "report cards," monitor and publicize local school performance. School profiles report on how well students are doing compared to standards of performance that have been set.
schoolwide programs	Schoolwide programs may be conducted in Title I schools with at least 60 percent poverty during 1995-96, or 50 percent poverty in subsequent years. These schools may combine Part A funds with other federal, state, and local funds to serve all children and to upgrade their entire educational program.
state assessments	State assessments consist of processes used to determine or estimate what students know and can do and how much they have learned. Under Title I, states use yearly assessments that measure performance in at least mathematics and reading/language arts. Assessments can include tests, student learning demonstrations, teacher observations, professional judgments, and other indicators such as attendance, graduation rates, and surveys.

targeted assistance programs	Title I schools that either are not eligible or choose not to conduct schoolwide programs. Targeted assistance schools serve only those students who are identified by the school as failing or at risk of failing to meet the state's standards, on the basis of local district or school established criteria.
valid and reliable assessments	Assessments that are consistent with relevant, nationally recognized professional and technical standards.

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